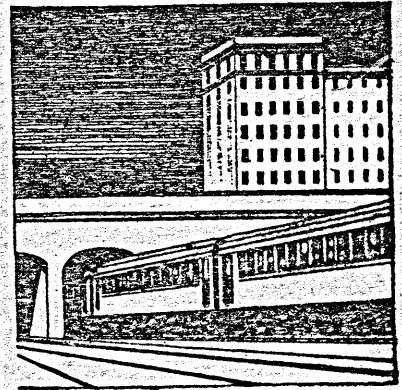
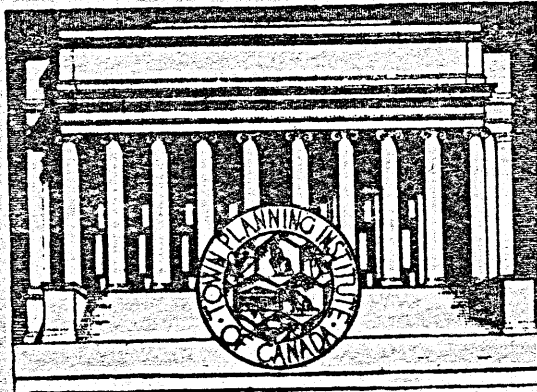


TOWN PLANNING



THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

AUGUST 1928

VOLUME VII.
NO. 4

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PROGRAM of the EIGHTH ANNUAL CONFERENCE Town Planning Institute Of Canada

HOTEL LONDON, LONDON, ONT. 10th., 11th., and 12th September, 1928

FIRST DAY

- REGISTRATION. 9.30 a.m. to 12.00 noon.
- 9.00 a.m.—MEETING OF COUNCIL, (to be held in Committee Room of Convention Room at City Hall.)
- 10.30 a.m.—ANNUAL BUSINESS SESSION OF THE INSTITUTE.
PRESIDENT'S ADDRESS: Prof. Frank E. Buck, B.S.A., Vancouver.
- 12.20 p.m.—LUNCHEON WITH ROTARY AND COMBINED CLUBS. (To be held in the Main Dining Room of the Hotel London).
Chairman: Mr. William H. Powell, B.A., B.Sc., Chairman, Vancouver Branch of the Institute.
ADDRESS OF WELCOME: Mayor G. A. Wenige of London.
"CITIZENSHIP AND TOWN PLANNING"; Mr. Noulan Cauchon A.M.E.I.C., Chairman and Technical Adviser, Town Planning Commission, Ottawa.
- 2.30 p.m.—"THE SOCIAL ASPECT OF TOWN PLANNING"; Mr. James P. Hynes, President, Royal Architectural Institute of Canada, Toronto.
DISCUSSION.
- 3.30 p.m.—"TOWN PLANNING IN KITCHENER AFTER THREE YEARS TRIAL"; Mr. Alvin R. Kaufman, Chairman, Town Planning Commission, Kitchener.
DISCUSSION.
- 4.30 p.m.—"THE PLAN FOR VANCOUVER"; Mr. William H. Powell, B.A., B.Sc., Chairman, Vancouver Branch of the Institute.
DISCUSSION.
- 7.00 p.m.—DINNER. (To be held in the Main Dining Room of the Hotel London).
Chairman: The President of the Institute.
ADDRESS: The Hon. G. Howard Ferguson, Premier of Ontario.
- 8.00 p.m.—"GRADE SEPARATION AND ARTERIAL HIGHWAY PLANNING IN LONDON, ONT."; Mr. V. P. Cronyn, Member Town Planning Commission, London.
DISCUSSION.

SECOND DAY

- 10.00 a.m.—"REGIONAL PLANNING"; Mr. J. Clark Keith, A.M.E.I.C., Chief Engineer, Essex and Border Cities Utilities Commission, Windsor.
DISCUSSION.
- 11.00 a.m.—"RECENT PLANNING DEVELOPMENTS IN ONTARIO"; Mr. A. E. K. Bunnell, B.A.Sc., Town Planning Consultant, Toronto.
DISCUSSION.
- 1.00 p.m.—LUNCHEON. (To be held in the Grill Room of the Hotel London).
Chairman: Col. Ibbotson Leonard, B.Sc., Chairman, Town Planning Commission, London.
"ARCHITECTURAL CONTROL"; Mr. Percy E. Nobbs M.A., F.R.I.B.A., Vice-President, Royal Architectural Institute of Canada and Chairman, Town Planning Committee, Montreal.
- 2.30 p.m.—"THE RELATIVE FUNCTIONS OF CIVIC BUILDING AND ZONING BY LAWS"; Mr. Stewart Young, B.A.Sc.,

Director of Town Planning, Province of Saskatchewan, Regina.

DISCUSSION.

- 3.30 p.m.—"THE RELATIVE IMPORTANCE OF VARIOUS PHASES OF A MODERN TOWN PLAN"; Mr. Horace L. Seymour, C. E., Town Planning Engineer, Vancouver.
DISCUSSION.
- 8.00 p.m.—VISIT TO THE WESTERN FAIR. Seats reserved for Grand Stand Performance.

THIRD DAY

- 10.00 a.m.—"THE WINNIPEG TOWN PLANNING SITUATION"; Mr. Richard H. Avent, M.L.S., City Surveyor, Winnipeg.
DISCUSSION.
- 11.00 a.m.—"THE MODERN ATTITUDE TO TOWN BUILDING"; Mr. John D. Craig, B.Sc., Director General of Surveys of Canada, Ottawa.
DISCUSSION.
- 1.00 p.m.—LUNCHEON. (To be held at the London Hunt and Country Club).
"INDUSTRIAL HOUSING"; Mr. Arthur G. Dalzell, A.M.E.I.C., Consulting Engineer, Toronto, formerly of the staff of the Federal Town Planning Office, Ottawa.
- 3.00 p.m.—MOTOR TRIP AROUND LONDON AND TRIP TO PORT STANLEY with dinner at the Port and dance in the Pavillon.
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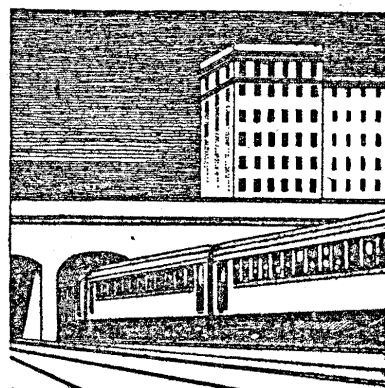
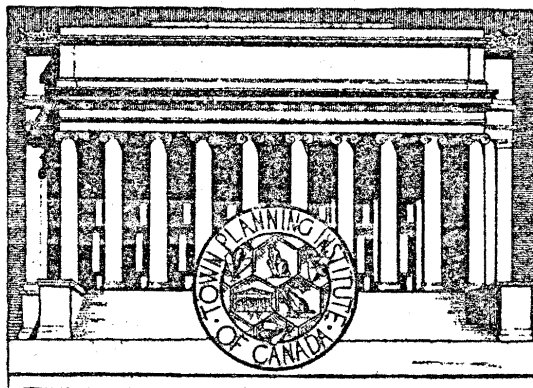
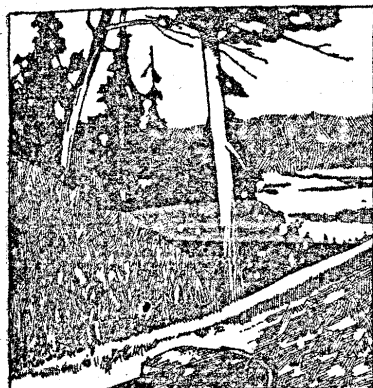
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TOWN PLANNING



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Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.

BETTER HOUSES AT LESS COST

We have endeavoured in past numbers of this journal to set forth the argument that Town Planning is a vastly important means of so arranging the physical structure of towns and cities that a wider extension of the "good life," that is the life rich in opportunities of enjoyment and contented activity, here and now, should be possible for a much larger number of people than the Industrial Age, following the Industrial Revolution, provided for or even considered as the necessary condition of civilized progress.

The mess and welter of city life as we know it is a legacy of the famous laissez faire policy of industrialism and commercialism and nothing but humanistic thinking, confirmed by "social concern" and scientific method can shape the future physical structure of towns and cities to the civilized needs of humanity. We have great and courageous writers, such as Bertrand Russell, setting forth in book after

book the philosophical ground-work of the better social life. It is the task of Town Planning to prepare the physical structure for this better life and, since the imperfection of the physical structure has created so much of the evil that social philosophers deplore, the task is by no means unimportant.

It is not likely that large numbers of people will recognize at once the philosophical or sociological aim behind Town Planning but certain arguments are gradually attracting wide attention and progress along special lines are visible even where the whole concept is little understood.

A definite disgust with unnecessary ugliness is manifest in many places and large and expensive schemes are in process of realization or contemplation for making towns and cities more attractive than they have been in the past. But the cost in many cases is very great and the danger is that a reaction against costly destruction will manifest itself sooner

or later and that some prejudice will remain against a movement that seems to involve enormously expensive destruction. It is little likely that the tax-paying mind will draw the conclusion that the expense is caused by bad planning and that if good planning had been adopted at an earlier stage such expenditure would not have been needed.

It is very necessary, therefore, that the best hearing should be secured for those members of the Town Planning fraternity who are able to show, not merely that good planning will secure the beauty and *embellissement* at which popular thinking is apt to stay, but also that it will prepare the town and city of the future to meet the social and economic problems created by modern conditions of traffic (such as the adaption of streets and roads to the uses of motor traffic, and the preservation of child life by the provision of interior playgrounds) but also that the subsidiary but very important aim of Town Planning is to put an end to the stupid and unbridled waste of the tax-payers' money, consequent on laissez-faire planning. "Laissez faire and civilized nationality," says Prof. Albion W. Small, "are utterly contradictory conceptions."

There is surely nothing very difficult to understand in the postulate: Greater efficiency at less cost. If this can be proved it ought to be proved and proved on every possible occasion, for even the tax-payer who votes against any improvement which threatens to increase his taxes will not refuse to give a moment's attention to a "proposition" of this kind.

It is now sixteen years since Raymond Unwin wrote his pamphlet "Nothing Gained by Overcrowding." It is impossible to estimate what effect that reasoned statement has had on the disposition of buildings, but its effect in England must have been considerable since a great national housing scheme, under the technical guidance of Mr. Unwin, has produced more than one million houses with the ideal at least in mind of not more than twelve houses to the acre.

Mr. Unwin's partner in the planning of Letchworth Garden City, Mr. Barry Parker, F.R.I.B.A., Vice-president of the British Town Planning Institute, has issued recently a "Report to the Wythenshawe Committee of the Corporation of Manchester," with excellent illustrations, intended to demonstrate heightened efficiency and reduction of costs in the provision of roads for new housing projects. The Report has been re-printed in the *British Journal of the Town Planning Institute* for July under the title "Economy in Estate Development," with omission of certain local details so that the argument may be generalized and applied to all estates in all countries where the object aimed at is the same, namely the planning of land for housing purposes and the fitting of such development into a general scheme of town and regional planning.

Mr. Parker pays generous tribute in his article to certain ideas on hexagonal planning set forth in

this journal from time to time by Mr. Noulan Cauchon, but so far treated by Mr. Cauchon's compatriots with a not very alert or critical attention, although American and German planners have shown themselves distinctly interested. He has no difficulty in taking seriously Mr. Cauchon's claim that hexagonal planning would effect a saving of 10% on the length of road per house. Such a saving, he says, would frequently make possible that which would be impossible without it. The chief thing that would be possible would be better and cheaper houses for working families, which may properly be described as the desire of all nations. American planners are telling us that the single family cottage can no longer be built on economic lines. Mr. Parker and his associates think this would be a disastrous result of "civilization," if it were true. They are anxious to show that it is not true.

It seems to us that at this stage of the town planning movement in Canada, a very early and elementary stage, if it can be clearly demonstrated that scientific planning increases efficiency in street traffic; safeguards adult life by supplying widened visibility for drivers, protects children from the present dangers of motor traffic and at the same time lowers the cost of necessary public utilities and, therefore, the drain on the tax-payer's pocket and the home builder's capital, a tremendous argument for the adoption of Town Planning will have been established.

Anybody can see that where the tax-payers' money can be exploited in large quantities extensive improvements can be made by the destruction of buildings and the widening of streets, and even "realtors" can see (in America and other countries) that if the services of landscape architects and town planners, paid by the city, can be secured for nothing then the real estate man's values in land (always made by the needs and presence of people) will be "stabilized" and "enhanced."

But if the average tax-payer, much more numerous than the real estate operator by the way, can be convinced that scientific planning is good for HIS POCKET then perhaps he will consent to look more humanly at those wider aims of Town Planning which will stop short of nothing poorer than the provision of orderly and beautiful communities everywhere to bring to the largest number of people a chance to live wholesome and enjoyable lives.

Mr. Parker has permitted us to reproduce his article and the valuable illustrations which dramatise his argument. The article is not long and does not require more than elementary knowledge of the common processes of estate development for the understanding of it. We have persuaded Mr. Cauchon to annotate the article at various points. We believe this subject to be of great national and international importance and would urge a study of the problem presented not only upon the technical members of our Institute but also on those new readers of *Town Planning* whose interest is mainly in the relation of

Town Planning to public welfare. The old-time method of establishing industries and expecting civilized towns to grow up around them on the *laissez-faire* principle—as in certain mining areas—is already obsolete. Its results have been deplorable and barbaric. New towns are being created in England and America with all the scientific foresight and in some cases, humanitarianism, of the industrial plant. There is no sense in commanding scientific planners to stop their thinking because their ideas cannot be applied to existing towns. If the towns of the future are to be an improvement on the towns of the present somebody must do some thinking.

ECONOMY IN ESTATE DEVELOPMENT

By Barry Parker, F.R.I.B.A., V.P.T.P.I.

When the positions and directions of the proposed "Through Traffic Roads" on an estate have been laid down, it becomes necessary that careful consideration should be given to principles by which one should be guided when determining the positions and directions of those roads which may be called "Development Roads," and which are the roads by which land lying between "Through Traffic Roads" will be developed and opened up.

A curious and inexplicable fact is that every section of the community weighs the advantages of some convenience or amenity in a proposed house against its cost when its cost could have been saved many times over had the lay-out of the land secured that the length of the road by which the house will be approached afforded access to as many houses as it might have afforded access to without disadvantages. True as this is of building estates in general, it is especially true of Municipal, and kindred Housing Schemes in general. In these many things it would have been desirable to have in the cottages are foregone because of their cost, when their cost might have been saved many times over by each given length of road being so planned as to afford access to a greater number of cottages.

Consideration is given to every penny spent on the cottages while many inconsidered pounds per cottage are being wasted by roads not being so contrived as to afford access to as many cottages as they might have afforded access to had all that is now known about the innumerable ways in which a given length of road may be made to afford access to a greater number of cottages been applied to the lay-out.

The cost of a housing scheme to its promoters is made up of the cost of the land, the houses, the cost of the roads and services and the cost of maintenance and administration.

A comparatively small saving in the total length of road in a scheme makes more difference to the returns secured from that scheme than does a comparatively large reduction in the sizes of cottages.

In a State Aided Housing Scheme, the Exchequer Subsidy is limited, the rents the tenants pay are

limited, it is the promoters' contribution and returns which are greater or less in proportion to the skill exercised in the lay-out and design. Also a tenant may, and will, pay more rent for a larger house, but he will not pay more rent because the length of road by which he reaches that house is needlessly great.

The acid test of the financial efficiency of plans for housing schemes is the length of road per house. The total lengths of roads of the several widths employed in a scheme should be divided by the total number of houses in that scheme, and when the length of road per house has been thus ascertained, it should be compared with the length of road per house provided in other schemes and particularly with the length of road per house provided by alternative "lay-outs" for the scheme in question.

When this has been done, it may happen that consideration of amenity may induce promoters of schemes to provide a greater length of road per house, but in every case when promoters of schemes do this, they should do it with exact knowledge of its cost, and after they have put themselves in a position to determine that the amenities secured are worth that cost.

The veritable "*pons asinorum*" of Town Planning is that it is not by increasing the number of houses to the acre, but it is by reducing the number of houses to the acre that financial returns on land development are increased, and economies in land development are made.

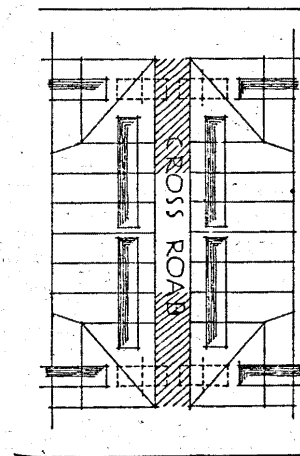


Diagram 1.

The middle cross road in Diagram 1 has sixteen houses on it. Four houses at each end of it on the main roads have been displaced by it,

It therefore only opens up sites for eight houses.

The cost of making the two lengths of this road, which are hatched on the diagram, would be in the neighbourhood of £700.

The cost of a site elsewhere for the eight houses might be anything between £20 and £140.

In the neighborhood of £140, if we take the average of the prices generally paid, but more than

£140 if we include exceptionally highly priced land.

Any way, it obviously would never pay anyone to make this cross road, and this means that it obviously would never pay anyone to attempt to get the number of houses to the acre shown on Diagram 1.

And yet such roads are to be found everywhere and are being made everywhere.

An uninformed surveyor will estimate the cost of such a road, and the return to be obtained from the plots it would open up, and, finding there to be a margin of profit between the two, will advise his clients to make that road while failing to point out to them that there must always be other roads it would pay them better to make.

Now take Diagram 2.

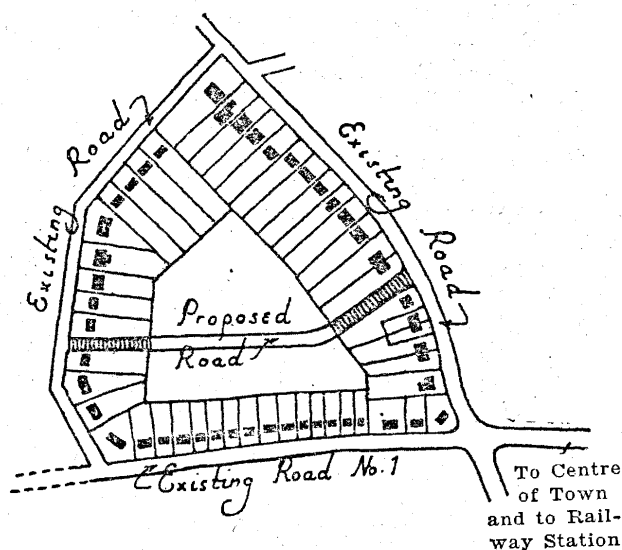


Diagram 2.

Applying the principle which has been demonstrated by means of Diagram 1, we appreciate that it would be far more remunerative to open up further sites for houses by continuing "existing road No. 1" in the way indicated by dotted lines than it would be to do this by means of the "proposed road."

This would seem to be very obvious and easy to understand, and yet evidence that it has not been understood and acted upon by those who lay out roads is to be found everywhere every day.

Now it is perfectly fair to take the length of road indicated by dotted lines on Diagram 2 as being typical of roads in what a surveyor would call "very open development." That is development which causes there to be very few houses to the acre of land and it is equally fair to take the "proposed road" in Diagram 2 as being typical of the roads which must be introduced to get more compact or "grouped" development or a greater number of houses to the acre of land.

Yet to reach the same number of houses in the "proposed road" the road and pipes, wires and services have to be taken further by the lengths shaded

on Diagram 2 than they have to be taken were road No. 1 continued, or in other words, with the greater number of houses to the acre, the lengths of roads and services needed to serve the houses is greater than it is with the smaller number of houses to the acre of land.

We must be under no misapprehensions and we must not be "taken in" by such oft-repeated fallacies as (for instance) the one that cost of roads and services at Letchworth has been increased by restrictions put upon the number of houses to the acre of land.

The fact is that if we only considered economy of development we should develop from a civic centre by means of roads radiating from that centre, and by no means of such roads only, and we should welcome the extraordinarily "sparse" development and the abnormally small number of houses to the acre of land which would result from our doing this.

We should never construct any short cross roads connecting main roads one with another, because such cross roads never pay.

But traffic, and other requirements make cross roads necessary, so we introduce them and accept the loss entailed thereby.

Eventually we always have to decide how frequently along our main roads, traffic, and other requirements determine that these cross roads must occur, and it is upon our decision as to this that the resulting number of houses to the acre of land is dependent.

Where these cross roads are more frequent, the number of houses to the acre is greater, but the lengths of roads and sewers, and of gas, water and electricity mains per house are also greater. Where the cross roads are less frequent the number of houses to the acre is less, but the lengths of roads and sewers and of gas, water and electricity mains, per house, are also less.

It has now been proved beyond question that the introduction of these extravagant cross roads at intervals so frequent as to yield more than twelve houses to the acre is certainly unnecessary where land is not abnormally expensive, nor traffic requirements unusual.

Now let us revert to our considerations of Diagram 2.

We have seen that to put in the "proposed road" will not pay.

This means that it pays to allow the piece of "back land" in behind the houses which front on to the "existing roads" to remain an open space.

Think what this means. It means that truly economical development makes it remunerative to leave such open spaces to be overlooked by, and enjoyed by the occupants of the houses which surround them, either as gardens common to those occupants, or cut up and included in the private gardens, or that truly economical development makes it remunerative to leave such open spaces to be used as

children's play grounds, or as tennis courts, or, when large enough, as cricket, hockey, or football grounds, for allotment gardens or to be farmed.

Therefore, at the present costs of road construction, the roads on Diagram 4 will cost over £9,000 less than would the roads shown on Diagram 3.

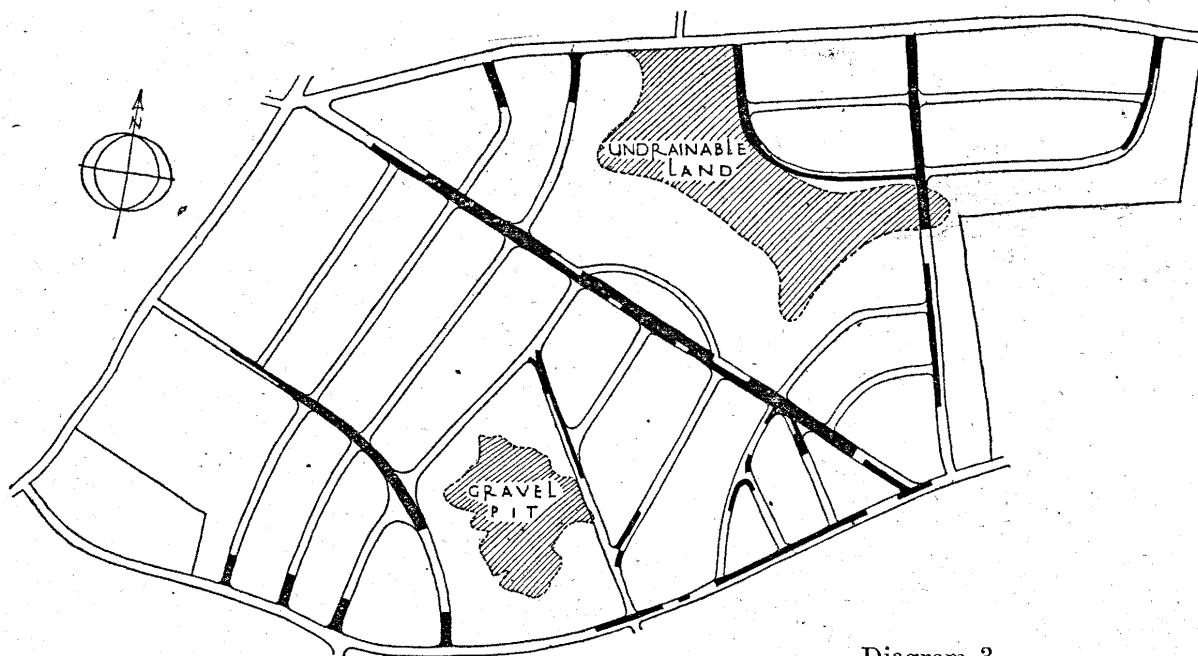


Diagram 3.

This brings us to Diagrams 3 and 4, and to a specific application of what we have learned about the loss of "frontage" which necessarily occurs wherever a cross road is introduced.

On these diagrams the lengths of road which only afford a second frontage for houses which already front on to other roads have been blacked in.

It will be found that there are something over three miles of such frontages on Diagram 3, and something under two miles of such frontages on Diagram 4.

The use of the cul-de-sac is another means by which large savings in the lengths, and therefore in the costs of roads may be made, and by which given lengths of road may be made to afford access to a greater number of houses, which is yet far from being fully appreciated or understood.

The cross road in Diagram 5, when carried through from one "main road" to the other, only affords access to the same number of houses as it will afford access to, if that portion of it which is shown dotted on Diagram 5 were omitted, and the houses

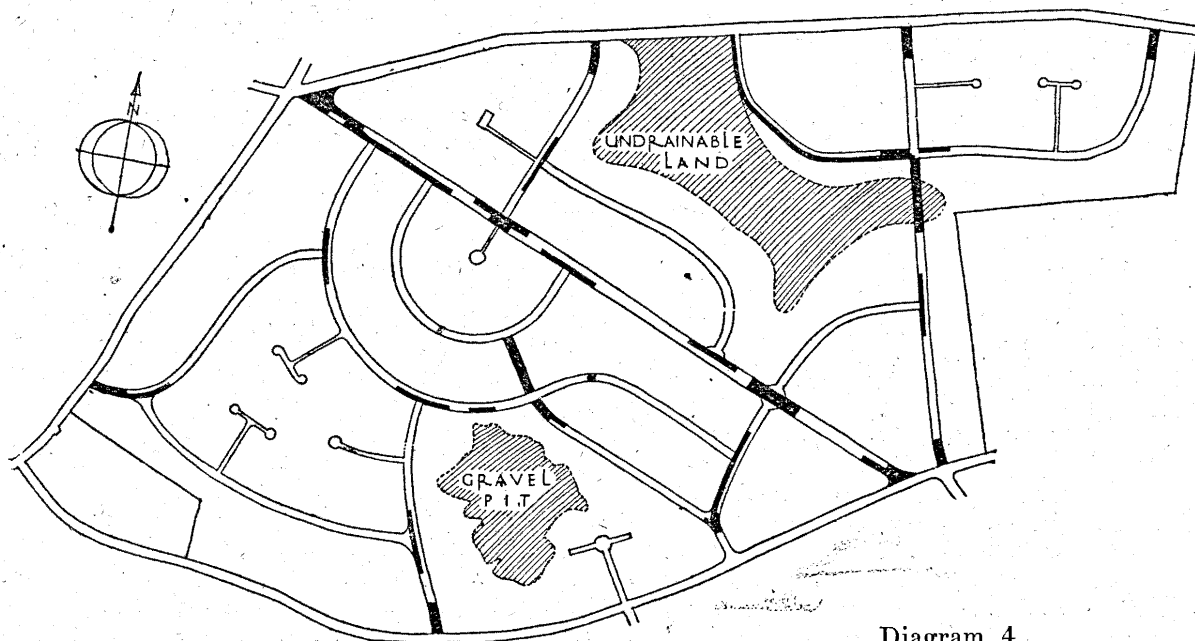


Diagram 4.

marked "A" on the diagram were built at "B", and instead of a cross road a "cul-de-sac" were thus created.

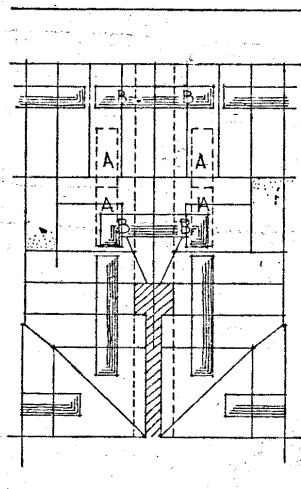


Diagram 5.

It will be noticed that in addition to the considerable saving of road, there is sufficient land saved on which to build 3 or 4 cottages, but which is here devoted to the existing gardens and to the creation of spaces available for such amenities as playgrounds, allotments, etc.

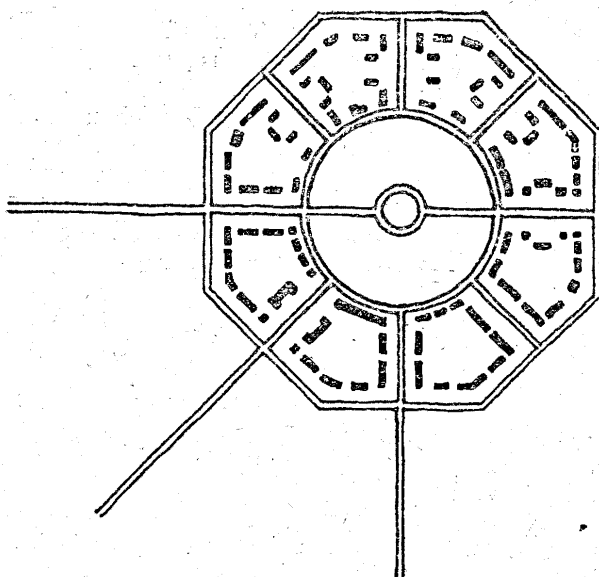


Diagram 6.

Take a village laid out as shown in Diagram 6. There is a total length of 2,800 yards of road in this village.

Substitute cul-de-sacs for cross roads, as has been done in Diagram 7, and the total length of road in the village is 1,523 yards, or not very much more than half, and access facilities have been afforded to the same number of houses, and a saving of at least £10,000 in the cost of the roads has been made.

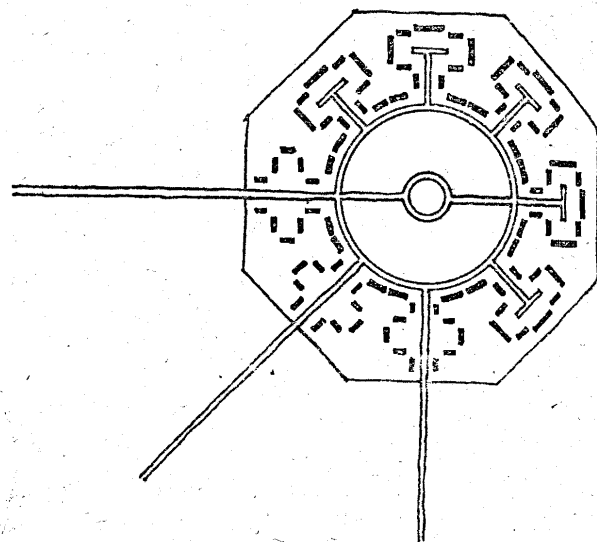


Diagram 7.

How frequently development from a "rim" road inwards such as is shown in Diagram 8 has been adopted without its being realised that development from a "hub" outwards as shown in Diagram 9, by substituting a small ring road for a large one effects a saving which certainly runs into four figures and at the same time provides access to 32 more cottages, and so still further reduces the lengths and costs of roads per cottage.

The two houses shown in dotted lines in Diagram 10 would only overlook the ends of neighbouring houses, and so are too disadvantageously placed to be considered. But if they are turned round as in Diagram 11, for the same expenditure on roads and services two more houses are obtained. The principle explained by these diagrams is capable of application in innumerable ways.

Diagram 12 gives one.

It shows the relative lengths of a cul-de-sac road needed to afford access to a given number of cottages when straight blocks of cottages are adopted and when blocks of cottages with end cottages turned are adopted.

That blocks of narrow fronted cottages, i.e., of cottages all turned with their ends instead of their sides to the road, are necessarily and inevitably so wastefully planned and expensive to build as to more than absorb any saving on road charges, and on services made by their having narrow frontages is now so completely proved and so universally accepted that no one will now advocate their being adopted. But the turned end houses of a block are not necessarily any more wastefully planned and the unavoidable extra cost of each is well under £20, so the saving in road charges they effect is obviously and amply worth while.

For a new town to be known as Radburn 1,005 acres of land have been purchased in New Jersey, and 17½ miles from New York City, by a limited dividend company named "The City Housing Corporation."

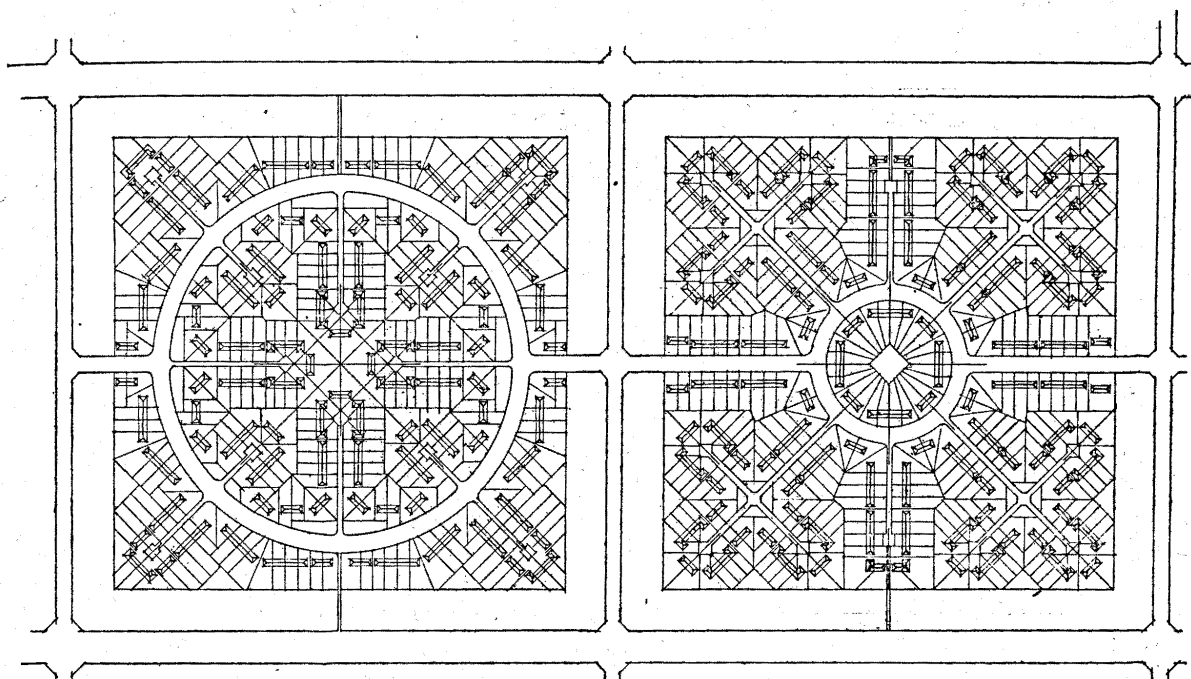


Diagram 8.

Diagram 9.

The architects for this town, Mr. Clarence C. Stein and Mr. Henry Wright, have, in association with Mr. Robert D. Kohn and Mr. Frederick L. Ackerman as consultants, prepared most interesting studies, embodying principles they suggest should be applied in the lay-out of its residential districts. Starting with the thesis that Town Planning for the present motor age should be fundamentally different from what Town Planning has been in the past, they arrange, as here indicated in Diagram 13, that no child shall have to cross a road on its way to or from

routes, and I would remind them that the Town Planning Institute advocates that junctions of other roads with main traffic roads should never be made at intervals less than a quarter of a mile apart, and

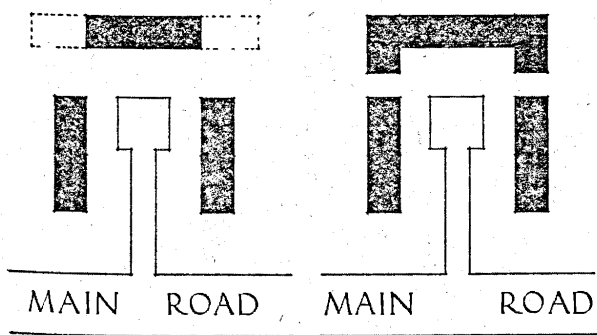


Diagram 10.

Diagram 11.

school. This they accomplish by placing all the houses in cul-de-sac roads which open off the main roads and behind each house a footpath leading to the park in which the school stands.

I would like to suggest to them that their cul-de-sac residential roads coming out on to the main traffic routes at so frequent intervals create dangers and anxieties for the motorists on the main traffic

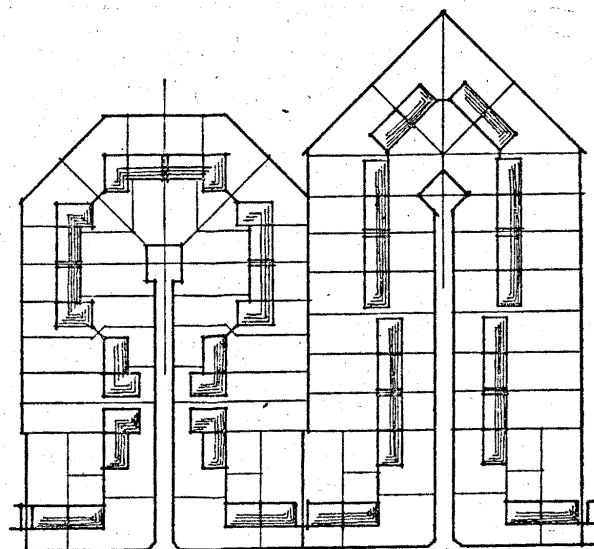


Diagram 12.

I would ask them whether this possible objection to their proposals could be overcome by their adopting some such suggestion as is here embodied in Diagram 14, which removes the necessity for children crossing main traffic roads on their way to and from school, and renders it only necessary for them to cross quiet residential roads, on which there will be little traffic

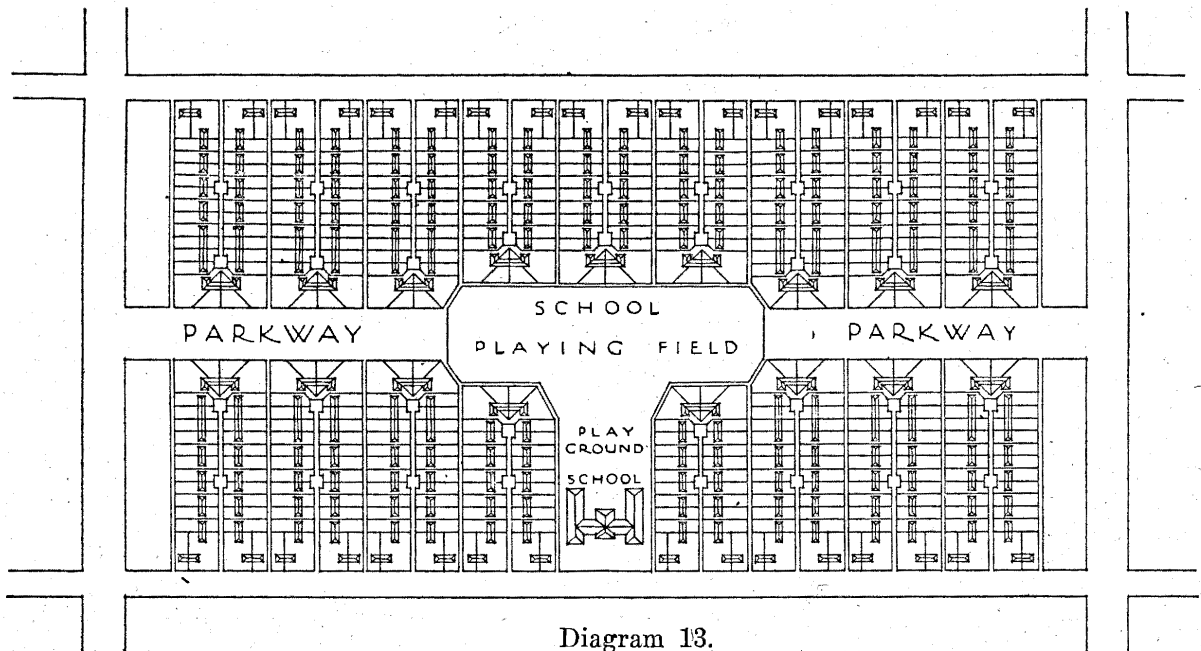


Diagram 13.

of any kind, and no "through" or fast traffic, and yet provides for roads to abut on main traffic roads at infrequent intervals.

Further, I should like to point out to them that a similar saving in costs of roads and of services as

I have shown results from the adoption of my proposals shown here in Diagram 9, in substitution for what is shown in Diagram 8, will result if they adopt what I show here in Diagram 15, in substitution for what is shown in Diagram 14.

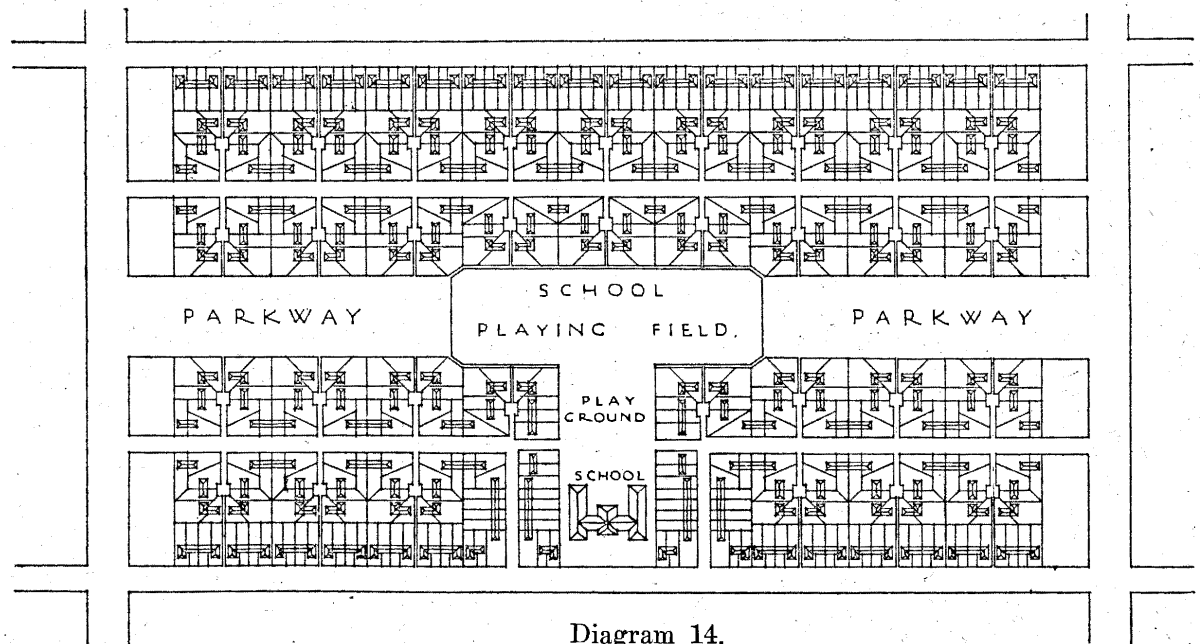


Diagram 14.

Diagram 16 shows what had been arrived at as the principle on which housing estates could be most economically developed until the distinguished Canadian Town Planner, Mr. Noulan Cauchon, pointed out that a saving of ten per cent. on the length of road per house, and therefore on the cost of road per house, would be made by the adoption of the hexagon in substitution for the rectangle as the basis

of a lay-out, and that the adoption of hexagonal planning caused there to be no right angle road junctions, and therefore only unusually safe road junctions and road junctions at which every driver could see all oncoming traffic long before he met it. (See Diagram 17, page 95.)

What the saving of ten per cent. of development charges means and what effect on finance would be

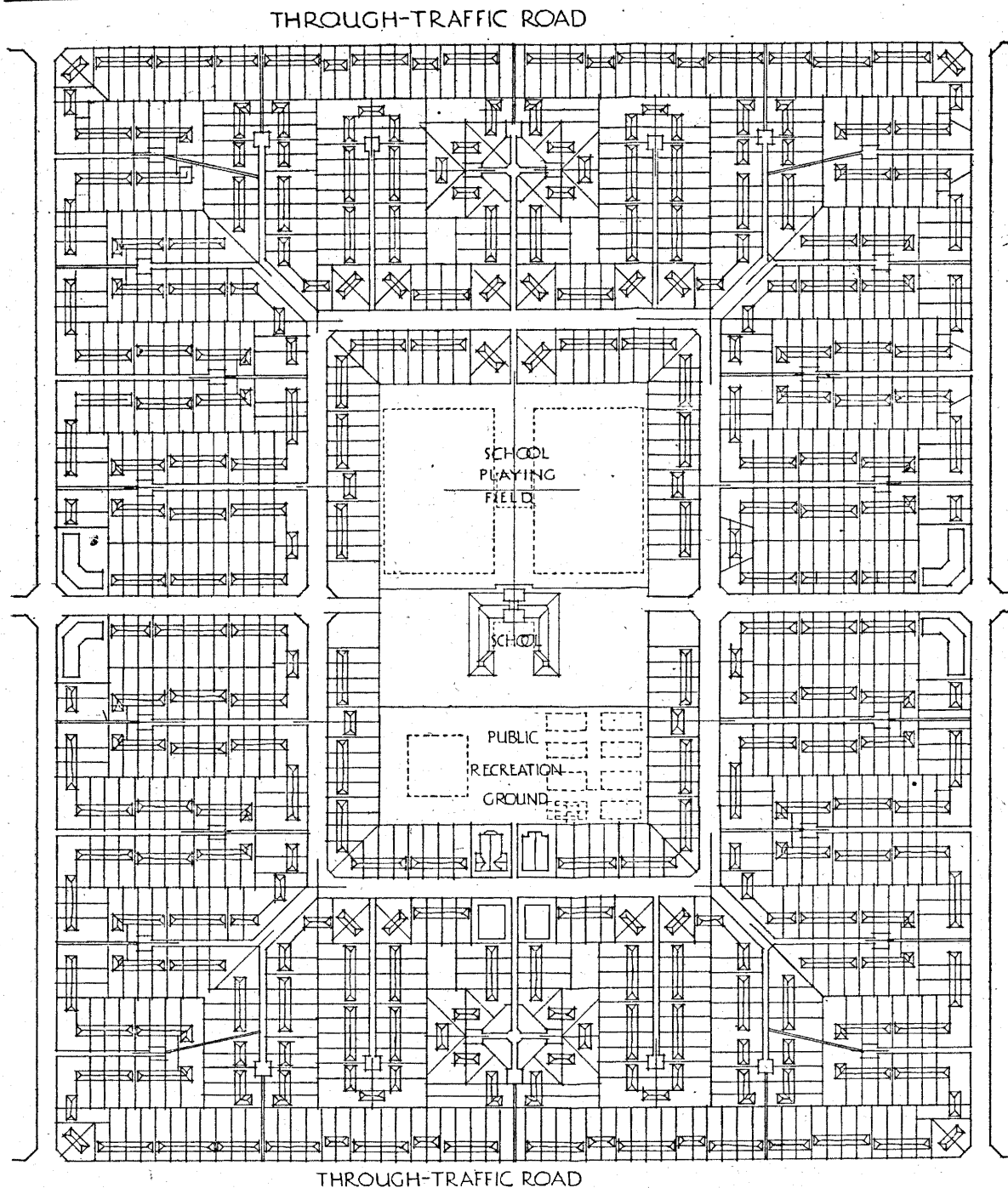


Diagram 15.

need not be enlarged upon here. Frequently it would make possible that which would be impossible without it.

Arguments similar to those used by Mr. Cauchon in favour of Hexagonal Planning in general, apply to Diagrams 18 and 19. The introduction of two hexagons in Diagram 19 enables a piece of land the same size as is the piece shown in Diagram 18, to

be developed for the same number of houses with three cross roads in place of four cross roads.

It is not only the saving in capital costs which can be made by causing given lengths of roads and sewers, and of other services, to suffice for a greater number of houses in the ways we have been going into, and in many other ways, which we have not gone into, which are important; of importance also

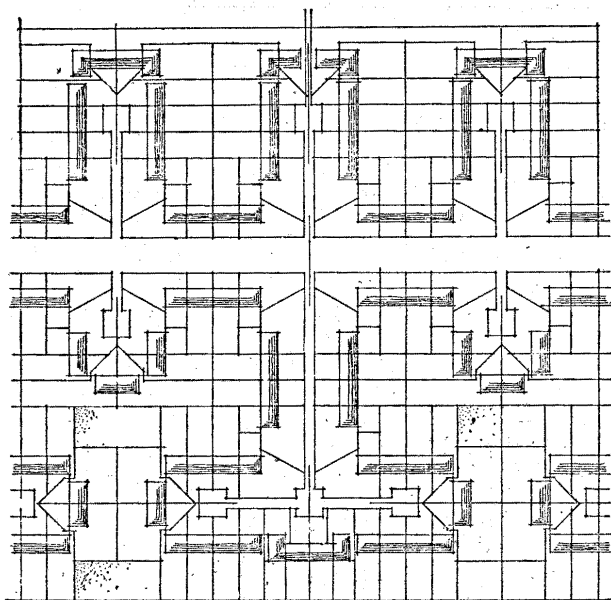


Diagram 16.

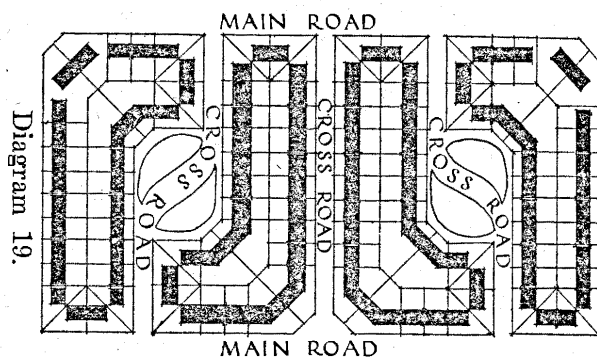
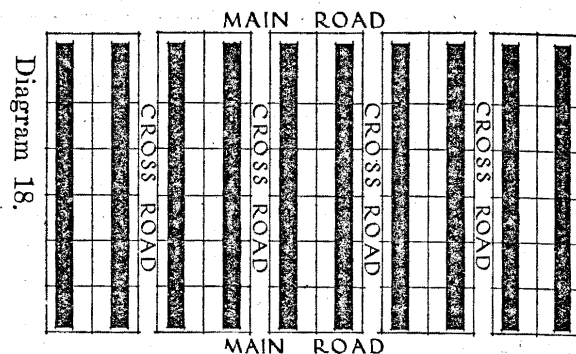
are the savings in the costs of maintenance, upkeep and supervision, which result.

If we increase the number of houses for which given lengths of roads and services suffice, the costs of maintaining, lighting, supervising, scavenging and draining, our roads will be less and we shorten the "rounds" of the rent collector, the policeman, the dustman, the postman, the milkman, the baker, the water cart, the doctor and the road surveyor, and the distances we have to go to centres of amusement and recreation, to shops, to the station and to visit our friends.

COMMENTS BY MR. CAUCHON

I am naturally much interested in Mr. Parker's article since I have spent considerable time in the study of similar problems. In both our cases the approach to estate development has a broader significance than technical adventure and experimentation. In philosophy, science, manners and morals we live in a vastly changing world, but it is difficult to "get over" the scientific implications of the greatest change of all, the change in the problem of simply getting about in reasonable time and safety and the absolutely necessary changes in the attitude to the uses of land so that economy, order and beauty shall take the place of the waste, inefficiency and anarchy which have been our social legacy from the Industrial Age.

It is right that standards of living should be higher for a large number of people, but it is impossible that these higher standards should be achieved unless the resources of science are brought to the problem of estate development in the interests of reduced cost of some essential services. If main roads are to be widened indefinitely to accommodate motor traffic, improved, in their surfaces and planted



for shade and beauty, as they ought to be, then there must be a greater differentiation in the planning of roads which do not involve and should not admit streams of motor traffic. The mere question of access to houses is no longer the only consideration in the planning of residential roads. The Motor Age has brought other problems and considerations, notably the need for quiet and safety, both for adults and children, and, especially in view of the increased cost of main roads, the imperative need for economy in the construction of minor roads. It is because Mr. Parker sees these things so much more clearly than many practising planners, city engineers, road superintendents, real estate operators and others connected with the subdivision of land, that I rejoice in this effort to bring his work before the Canadian public.

Mr. Parker is, at the same time, an economist and a sociologist. He wishes to reduce the cost of housing schemes intended for working families; but at the same time he wants working families to have room to live and a much better life than the slum dwellers of the past. His economic outlook runs counter to the idea that numerous cross roads in the subdivision of an estate will make for economy. The common subdivision idea is that these cross roads will provide for more houses to the acre and the more houses to the acre there are the better the "proposition" will be from a business point of view. Mr. Parker says this is not so; it is merely the *pons asinorum* of a

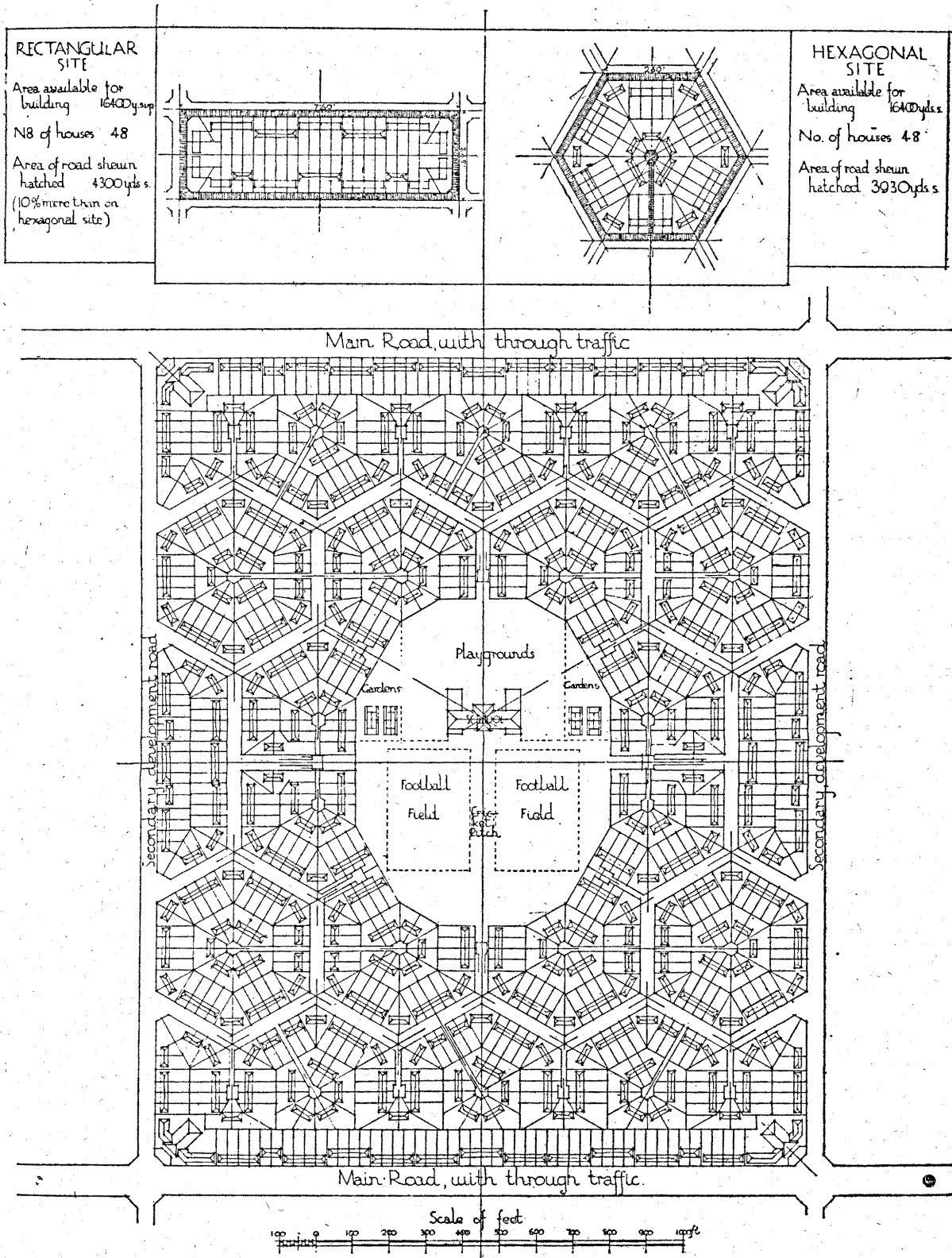


Diagram 17

past age. In some districts open to new development the cost of land, unreasonable as it is in many cases, is not the chief terror at all. It is the excessive road making that piles up the cost. Reduce this

road making by all the means that new thinking can devise, and not only is the cost of development reduced but interior areas are provided for gardens and play grounds and better and cheaper houses

will result. Any estate developer who thinks that such uses as gardens and play grounds are wasteful can scarcely be called civilized. Or if the money return is the only criterion of successful housing then the saving in the cost of excessive cross roads will enable the promoter to make his profit while still supplying better houses at less cost than his competitors, which is supposed to be the secret of good business. With the immeasurable spaces that we have in Canada, in the suburbs of all towns and cities and in the country, this idea is of priceless value. If we followed it the tendency to congested living, manifest everywhere, would be cheerfully changed for the "open development" that would give room to live for the families of the Dominion.

I may perhaps point out for the benefit of Canadian readers that in the seventh paragraph beginning with the words "The acid test" for the term "length of road" might be substituted, "area and length of road." The cost of roads in Canada is generally charged under what is known as a local improvement tax and is based upon the foot frontage of the lot and the square yards cost, which ranges according to the varying widths.

It is astonishing how much afraid we are in Canada of the cul-de-sac, or "dead end" street as it is called, when it affords such manifest refuge from the noise and distraction of through traffic, and such a nest for quiet homes. If a street has not another street into which it leads it is said to lead nowhere, as though a group of quiet homes had no other than negligible value in the social scheme. English planning has been emphasizing the benefit of the cul-de-sac for some time but little attention has been paid to it in this country. Its development is one more result of the change to the Motor Age which is now fully upon us with pitifully inadequate preparation for it.

Mr. Parker shows that by means of a "dead end" street, or cul-de-sac, considerable saving of road allowance can be made, which can be turned into gardens and playgrounds or even into more cottages. Diagrams 6 and 7 illustrate this idea graphically on a larger scale and show how a saving in village roads in a small area, to the extent of \$50,000 is possible. Mr. Parker shows that in these cases valuable contributions are also made to the problem of quiet and safety.

Of course, the engineering rejoinder would be that winter conditions in Canada involve the use of power machinery for the frequent removal of snow and the cul-de-sac would not be so convenient for operations of the snow plough. But the problem of life is not the problem of maximum benefit in one direction but of averaging and distributing benefits as widely as possible. Improvements and Town Planning methods are frequently resisted by orthodox authorities because of superficial mechanical difficulty which may bear no reasonable ratio to possible benefits and which may often need only a little fresh thinking for their solution. The gridiron has been maintained for hundreds of years on this

continent simply because it was convenient for orthodox surveyors, engineers and land dealers, and the graceful curves and deflections which are now appearing everywhere have been proclaimed impossible and wasteful.

Mr. Parker's main contention is that where funds for a housing scheme are severely limited by the small earning capacity of the anticipated rents, what can be saved upon road development remains available for improving the quality of the houses themselves. This is most important. The average developer decides that he must get the full value out of the land. The cost of road development in the form of taxes is the second fixed charge, then certain minimum sanitary requirements must be considered. What then remains of the rent capitalized has to provide the houses themselves. If the houses are supplied with meagre amenities and inadequate cold weather resisting devices the tenant's or owner's cost of living is again increased by extra charges for heat and food. It is seldom recognized that a cold house means additional food for the occupants.

THE PLANNING OF PRESCOTT, ONTARIO

By invitation of the Mayor of Prescott, Ontario, where the terminals for the Welland Waterway are to be constructed, Mr. Noulan Cauchon visited the town recently and advised the Mayor and members of the Council to form a Town Planning Commission forthwith, as the first step to the establishment of sensible control of the future development of the town. Otherwise, he pointed out, the town would drift into the hands of outside real estate promoters who might have no interest in the orderly and scientific planning of the town. Mr. Cauchon discovered that some fifteen years ago, when rumors were afloat that Prescott was to be subject to a boom, large areas of agricultural land to the north of the town were bought up and subdivided into 25' lots, and that these subdivisions still stood against the land and might be a serious handicap against reasonable planning.

He suggested that the provincial legislature might be asked to come to the assistance of Prescott, after the manner in which the Federal government had dealt with Churchill, and establish at once public control of the Prescott area and thus insure its proper planning.

A VIEW OF NIAGARA REGIONAL PLANNING

Mr. Julian C. Smith, president of the Engineering Institute of Canada and of the Shawinigan Power Company must have done some useful service in spreading the idea of a regional plan for the Niagara Valley in a recent address before the American Society of Civil Engineers. He said:

Although excellent results have been achieved in this regard on both sides of the boundary, it is timely and appropriate that attention be focussed upon the need for a comprehensive scheme for beautifying the whole Niagara valley. The preservation of the beauty of the Falls both as to color and volume is a basic necessity, but it should be only the central motif of a major project embracing the district immediately contiguous to the whole river. The board's duties might therefore be extended to incorporate the evolution of a regional planning scheme which would contemplate the best use of all the falls and rapids of the Niagara River as a world-famous scenic spectacle, coupled with a complete study of ways and means for conserving the usable fall of the river between Lakes Ontario and Erie.

Radburn, an American Experiment in New-Town Building

Reference was made in Mr. Parker's article to an interesting American project for the building of a new town at Radburn, New Jersey, about seventeen miles from New York. This project is clearly intended to be the first American response to the English Garden City movement, with certain variations in view of which it will probably be known as the American Garden City. Indeed it has already been proclaimed in the *New York Times* as "A Suburban Garden City for the Motor Age."

Readers of this journal who are real students of the Town Planning movement cannot fail to be interested in this courageous American experiment in modern town building. For some years there have been discussions among leading American planners as to whether the English Garden City could be adopted and adapted to what are called "American conditions;" that is to say whether the Garden City could be established in the United States without any serious changes in its sociological and economic bases and without any nationalistic fuss about the need of something really and truly American.

We are quoting extensively two American descriptions of the project in order that our readers may be able to judge for themselves how American writers view the subject, in comparison with the British model. We are interested in a problem in social science and not in nationalistic kudos. The note of jubilation in the article is wholesome enough since the subject-matter is concerned with something that is socially worth while. We are not reading about a man who has smashed some other man's face or a woman who has danced through the largest number of hours. We should welcome any amount of similar jubilation over great Town Planning projects in Canada, if they contained so much promise of better town building as is manifest in the Radburn scheme. But jubilation and critical balance seldom go together and we must warn our readers that much more study is required of the British experiments than is here supplied to establish a fruitful comparison between the British and American projects.

But the story of this new-town building, as set forth by American writers, should do something to convince Canadian authorities that a peaceful revolution in town building is already upon us and that old ideas of town building are becoming as obsolete as the horse-drawn truck. New ideas of town building are no longer confined to a few "obscure enthusiasts," but are already passing into great business experiments, initiated, supported, and financed by wide awake business men who have mopped up the ideas of these same "obscure enthusiasts" and are now turning them into respectable currency.

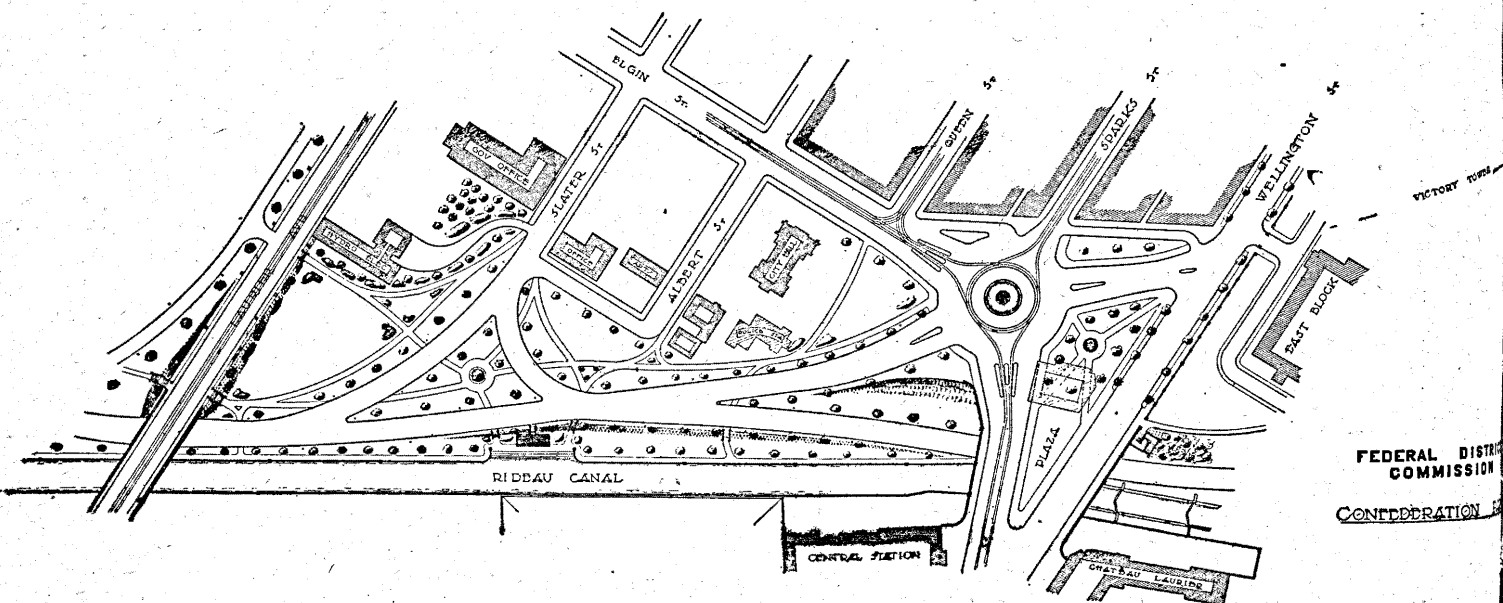
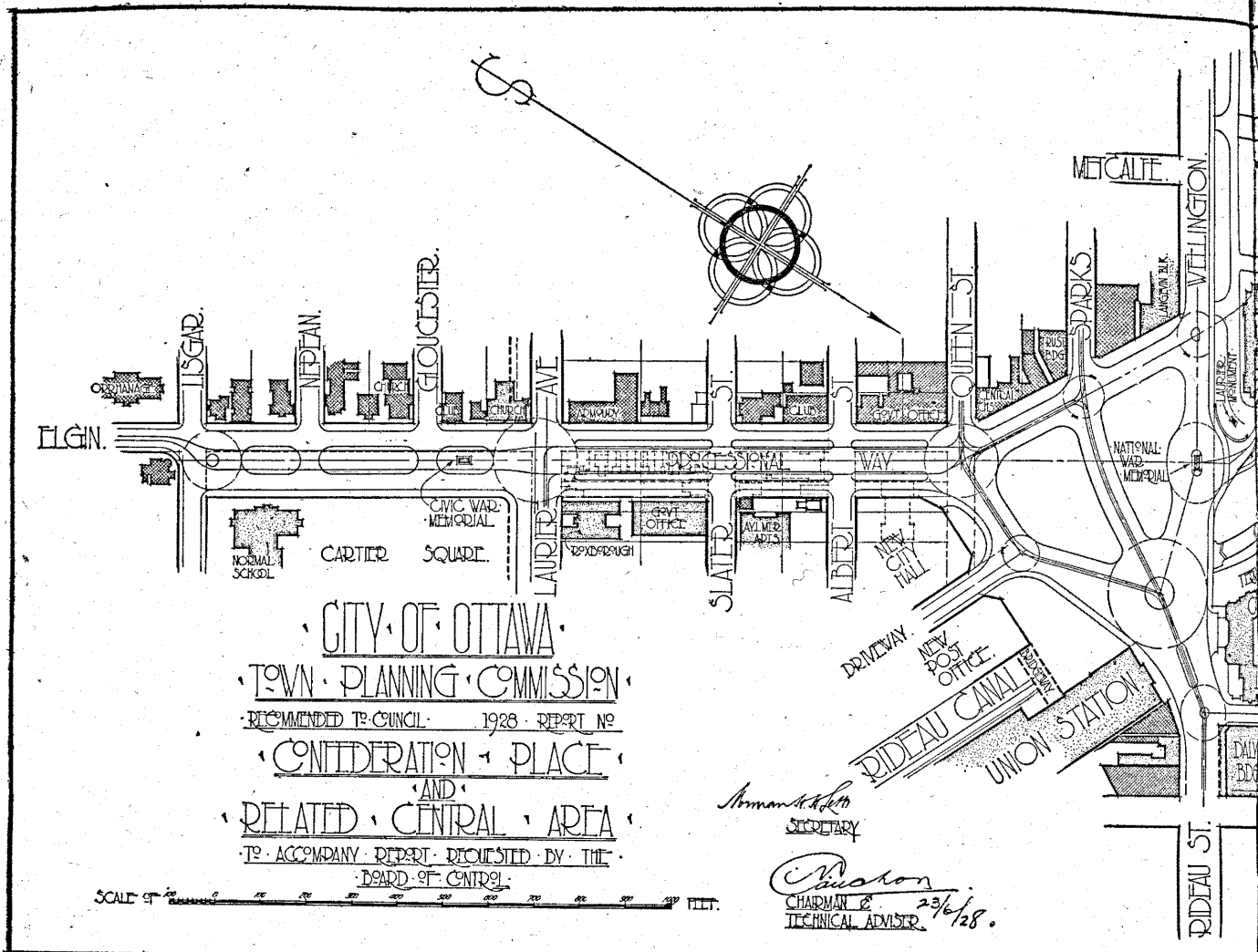
The British definition of a Garden City is: "A town planned for industry and healthy living; of a size that makes possible a full measure of social life,

but not larger; surrounded by a permanent belt of rural land; the whole of the land being in public ownership or held in trust for the community."

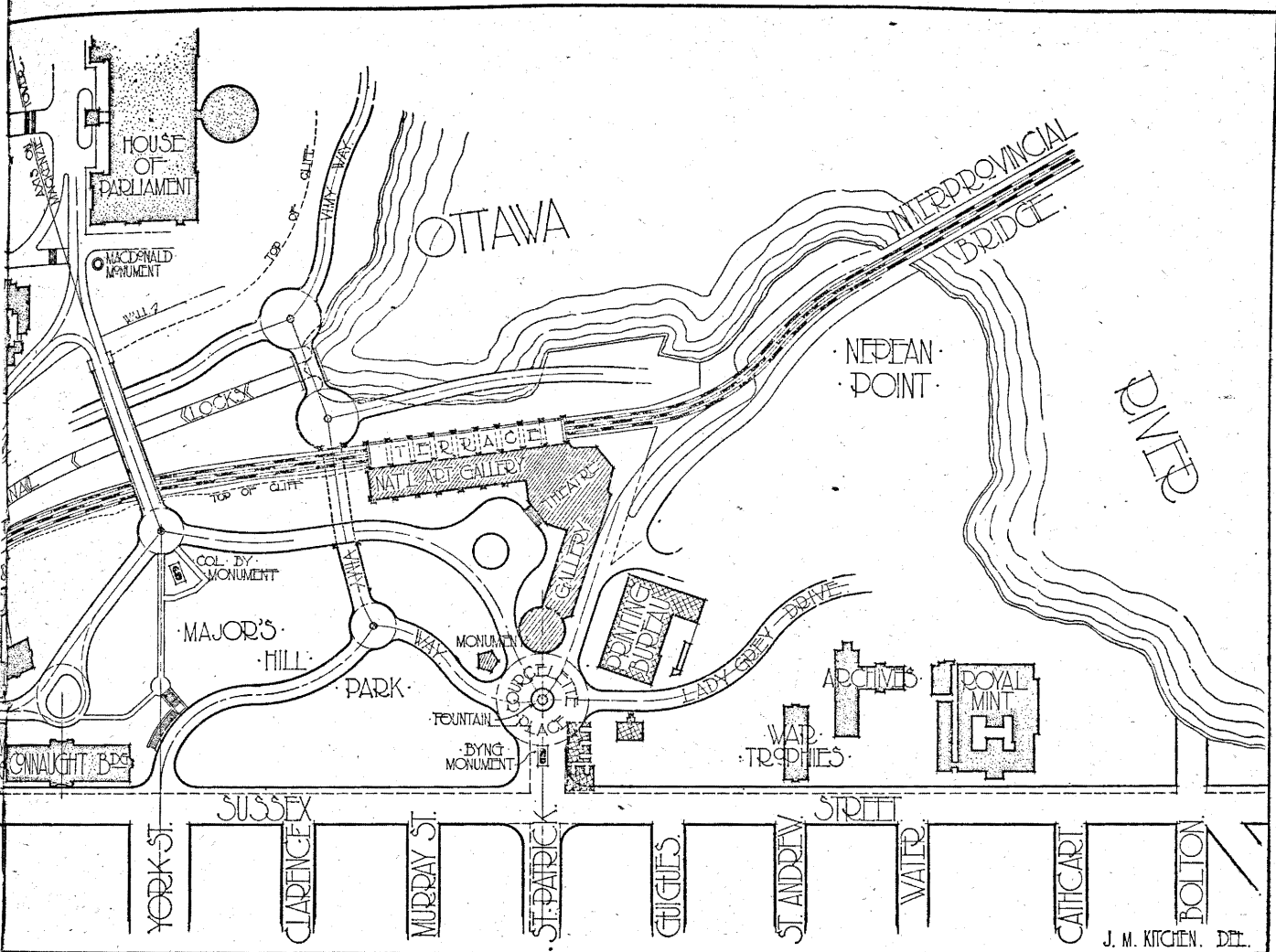
The main question with the American group was whether two of these principles, public ownership and agricultural belt could be adopted in an American experiment on the same lines. The late Sir Ebenezer Howard and his associates knew quite well that the adoption of the principle of public ownership of land would involve leasehold tenure and this would mean slow returns on initial expenditure and maintenance. They decided, however, that such a method of land control would pay in the long run and that it would simplify enormously the problem of planning for greater social good. The American group appears to have decided that, in the interests of quicker returns, housing sites and houses must be sold outright, though business sites, we understand, are to be leased. They had no space for the agricultural belt. The difficulty, however, of maintaining unified control under the freehold system of land tenure is very great. The promoters of the Radburn scheme appear to think that the same object can be achieved by deed restrictions and zoning laws. Mr. Cadbury tried both methods at Bournville but had to abandon the freehold method as irreconcilable with unified control. The difficulty is that when property changes hands there is usually no certainty that first principles of planning control will be maintained and the argument soon emerges that deed restrictions are inimical to the sale of land and therefore, must be abandoned. In the "Principles of Social Reconstruction," Bertrand Russell states a view that is becoming less shocking in view of the European trend to public ownership of land for municipal uses. "No good to the community, of any sort of kind," says Bertrand Russell, "results from the private ownership of land. If men were reasonable they would decree that it would cease tomorrow, with no compensation beyond a moderate life-income to the present holders."

One of the writers quoted emphasizes the fact that the Radburn scheme will be "newer" than the English Garden Cities. We fear this is merely playing with dates. The English Garden Cities have achieved public ownership of land and the agricultural belt and no scheme, as it seems to us, that parts with the control of land can be properly said to be "newer" than the English Garden Cities. Moreover, the English Garden City is supplying charming modern homes on the partner-ownership principle at a cost of \$2500 while the Radburn scheme does not expect to supply homes for less than 7 or \$8000. From the point of view of supplying modern homes for working families we are not able to find anything newer in the Radburn scheme than in the English Garden City. Nor can we admit that the English Garden Cities are not built for the motor age. They

(Continued on Page 103)



Plan for Confederation Place as Published by Federal District Commission.
Courtesy of The Ottawa Citizen.



The Ottawa Planning Situation

It is impossible to view at close quarters the Ottawa planning situation without recognizing that there is conflict of authorities and that the principle of piecemeal planning, without a declared objective, is in operation.

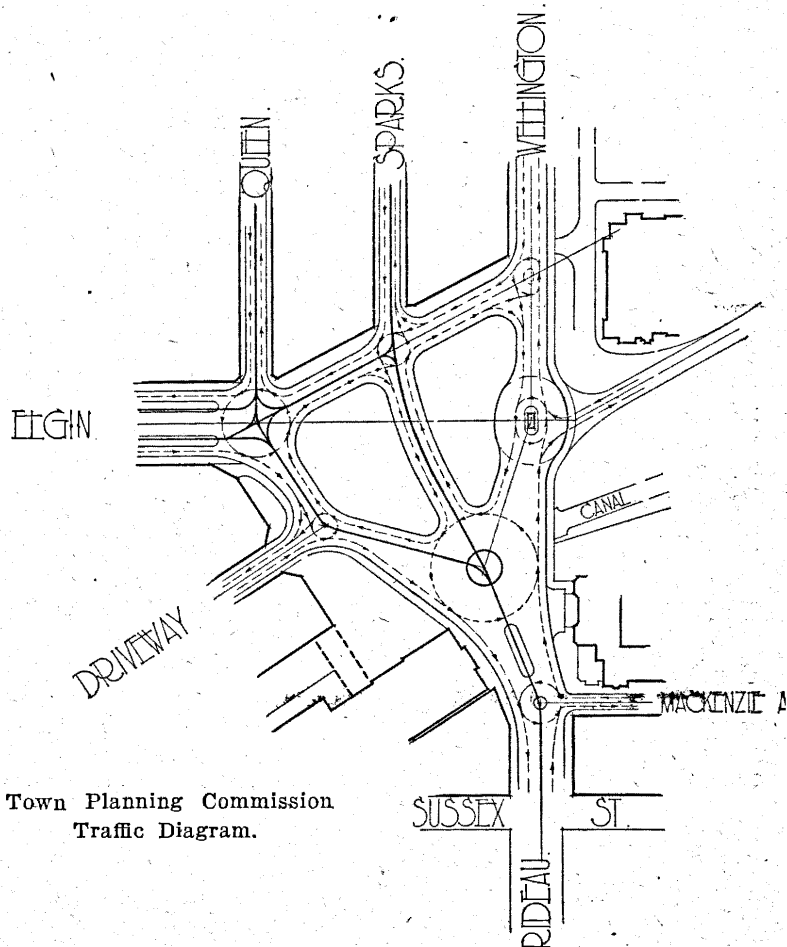
This is not in line with the modern concept of city planning.

Until the situation is cleared it does not seem practicable to discuss the question on its merits.

As we go to press the result of a conference called by the Prime Minister is announced. The Premier's suggestion that Mr. Henry Sproatt, Toronto architect, be appointed to report on the different plans proposed by the Federal District Commission and the Civic Town Planning Commission for replanning the Central area of the City, seems to have been accepted by both parties. The *Ottawa Citizen* has this to say:

A PLAN FOR THE CITY

In arranging a conference between members of the Federal District Commission and of the



Town Planning Commission
Traffic Diagram.

Board of Control, Premier King is apparently helping to promote a fuller measure of co-operation between the city and the commission on matters pertaining to the development of Ottawa as a capital.

There has been a feeling in some quarters that the Federal District Commission would lose nothing by being more ready to seek the views of the city in matters of physical development, and especially the aid and interest of the Ottawa Town Planning Commission. It is probable that such a meeting as the one called by Mr. King may bring about better understanding between municipal and federal interests.

It is also to be hoped that the conference may lead to a comprehensive plan being adopted for Ottawa. At present, the improvements being carried out and contemplated seem to be adhering to no properly designed and approved city plan. When Wellington street buildings are discussed there are allusions to the plan of 1915, authorized and obtained at considerable cost by Sir Robert Borden. But it is not being followed in its essentials. It is not suggested that this plan should be strictly followed, even were that possible, but it is desirable that some recognized town plan should be made the basis of future improvement work.

There is also need in Ottawa just now of a landscape architect to superintend the laying out of parks and the designing of thoroughfares. Golden opportunities may be missed if the utmost is not put into the present landscape possibilities in Ottawa. There are competent gardeners here, able to make pleasing flower beds and lawns, but it requires specialized training to obtain a harmonious and dignified utilization of all the elements of the landscape in the laying out of public places. There is perhaps no need to go into heavy expense on this account, but it might be a good thing to call in such an architect, together with a town planner of recognized standing, as technical advisers to the Federal District Commission.

The following Report and Plans by Mr. Noulan Cauchon, Chairman of the Town Planning Commission and Technical Adviser to the City of Ottawa, was called forth by a request on the part of the Board of Control that the technical case for the City should be placed on record.

REPORT NO.1 TOWN PLANNING COMMISSION

Ottawa, June 16th, 1928.

To His Worship the Mayor and Members of the City Council of the City of Ottawa.

Gentlemen:—

1. PLAN FOR CENTRAL AREA—

Herewith is submitted for your consideration a report, with plan and photographs outlining a scheme

of comprehensive planning for the central area of the City.

It is suggested that this report be transmitted to the Premier, the Right Honorable W. L. Mackenzie King, for perusal and with an expression of the City's willingness to exercise mutual consideration and co-operation in developing and improving our Capital City.

Certain portions of the Plan cover Government ground but, owing to the circumstance that the City surrounds the Government grounds and controls the various points of contact and traffic, it is well nigh impossible to make a plan for the City's organic functioning without implying that the Government areas and requirements need to be co-ordinated with those of the City and vice versa—both as to economic functioning and aesthetic expression.

There seems to be evidence of a conflict of ideas on the subject, arising possibly from a failure to appreciate the logic and sequence of a particular style of architecture and further that a peculiar style of architecture arises from a certain mentality and requirements of which it is the truthful expression.

Care should be taken to avoid using architectural styles and their principles, at cross purposes.

Further, whatever be the ownership of the property involved in the development of the comprehensive scheme of betterment and beautification, the maintenance of order and movement of traffic remains a responsibility of the City incumbent upon its police force. Hence the City's interest in the organic functioning of the plan as may be determined and the legitimate desire of the Corporation to be heard in the matter.

The City anticipates a like natural desire on the part of the Government to consult and to co-operate with the City to the same desirable ends.

2. CONFEDERATION PLACE—

The dominating function of Confederation Place is as a clearing house for traffic and as the forum of public and official receptions—of ceremonial demonstrations; hence, in the plan, the emphasis on provision for obviating congestion, while permitting massing of large crowds in freedom of movement.

Confederation Place and its development as shown on the accompanying plan is substantially as recommended since 1911—including the monumental Main Entrance to Parliament Hill, along the Rideau Canal Ravine.

Adequate provision for placing the National War Memorial has also involved certain contingent revisions in the traffic routing.

In the large Rond Point as designed between the Chateau Laurier and the Union Station provision has been made for allowing, without inconvenience, de-

flection at any time of the whole volume of through traffic either to or from Wellington Street or Elgin Street as convenience may require at special public ceremonies.

The Street Railway tracks are shown produced straight through the Rond Point on the central axes of the approaching streets. There is a possible European alternative of having them follow the curbs of the streets and circles within the area of the "Place," bringing vehicular traffic circulation inside the tram car loop. This arrangement would eliminate the retarding influence on both tram and motor traffic occasioned by the necessary slowing movement of tram cars turning in the centre of intersections.

To concentrate the traffic of the "Place" in one traffic circle with the trams entering and leaving an inside loop at varying angles and divergent directions would cause intolerable confusion and delay to both trams and to the motor traffic endeavouring to circulate through such movements. The utmost possible diffusion of traffic intersection is the measure of relief from congestion.

Elgin Street is shown widened to 159 feet throughout from Lisgar Street beyond Cartier Square to its entrance at Confederation Place; it is retained further at lesser widening as far as Wellington Street to provide a diffusion for cross traffic and in so far prevent needlessly crowding into the large circle destined for sorting through East-West traffic.

The route planning thus presented for Confederation Place affords a completely organic and rapid one-way traffic circulation relatively free from cross interruptions and delays.

Every feature of this plan is predicated on the recognition of the necessity of provision for traffic diffusion so essential in the sole connecting channel and traffic link between Upper and Lower Town.

3. ELGIN STREET—

Elgin Street for a considerable distance of approach to Confederation Place will be 159 feet wide. It is so designed to meet the economic requirements of traffic trend, volume and distribution. Elgin Street will function as the collecting and distributing artery for the increasing volume of traffic between east of the canal and centre of business gravity of Upper Town which may be sensed as trending through diagonally and south-westerly from the Place towards Bank Street development. The condition of this growth was demonstrated in studies made for the distribution of fire protection and the consequent policy to be followed by the City in placing future fire stations. The future adequacy of a widened Elgin Street as a channel for the distribution of the growing trend and volume of traffic will increase for business purposes the value of all property within its influence. It will also beneficially relieve the congestion on Sparks Street. The widening of Elgin

Street will be accomplished without disturbing any established commercial activity and by taking property of relatively minor values and will transmute those of the area into major values right through to Bank Street.

The central line of visibility of Elgin Street, at its entrance to the Square, is projected across the "Place" to the National War Memorial as placed in the centre of Wellington Street at the focal point of Wellington and Rideau, Elgin and the proposed entrance to Parliament Hill. The monument so placed should however, for effective display, have a high base on account of the westerly grade of Wellington Street.

4. ENCLOSURE OF CONFEDERATION PLACE—

Confederation Place itself is shown on plan as enclosed to the south by a new City Hall, in due time, and facing the square, also a Government Building (preferably a Post Office for reasons of efficiency in handling train mail) completing the enclosure between the City Hall and the Railway Station—the Canal to be bridged and the existing level of the "Place" to be extended south to the front of the new buildings suggested.

The reason for this disposition is that without a sense of enclosure a "place" is not a "Place" in any accepted sense and denies any architectural scale and relation to such few buildings as may occupy it in a loose and disconnected fashion. This sense of enclosure is needed to give "scale" to the "Place" itself no less than to the building forming its adornment.

The justification of Confederation Place in position and extent lies in its functional necessity for sorting, diffusing and directing traffic which, in the nature of things here, cannot but exist and rapidly increase. The size of the "Place" is but sufficient for its purpose.

The suggested enclosure of the "Place" by buildings will provide continuity of development without which it would tend to cleavage and segregation of intercourse and business already hampered by the peculiar existing physical barriers between Upper and Lower Town.

5. GOTHIC KEYNOTE—

The Parliament Buildings are the key note of our national being expressing our intellectual and political ideas and ideals in a manner and to an extent few realize. They are in the Gothic style.

To quote authority; Gothic is "a style whose scientific organism and possibilities of greater growth have rarely permitted the production of a completed monument.

"This boundlessness of possibilities is one of the primary characteristics of the northern mind. To it we are indebted for that restless and unceasing endeavour which has produced our modern civilization. In Gothic architecture its illimitable possibilities is

the pre-eminent principle: a Gothic church is completely organic; therefore it may grow, or any part of it may grow, to the height or breadth of the power of man to build. It is not so restful as a Greek temple—the Parthenon was a perfect and finished creation, but the soaring lines of Notre Dame at Reims, even though incomplete, are far more inspiring, and the magnificence of its elaboration, while more barbaric than that of the Greek, in its infinite variety, is far more stimulating; the classical structure betokens and produces content with results already attained; the mediaeval beckons on to those yet to be accomplished and, in its inspiration to endless endeavour, as well as in its scientific organism of construction, a great Gothic cathedral, perhaps more than any other achievement, reveals the daring of the northern mind, and the intellectual brilliance of modern life."

6. APPROACH TO PARLIAMENT BUILDINGS via THE RAVINE vs. METCALFE STREET.

THE RAVINE

More briefly; on the aesthetic side classical architecture is an expression in high lights: Gothic is an expression in deep shadows. And, further, classical design exhibits and is distinguished by the principle of symmetry whilst Gothic is symmetrical because its principle is to develop the individual functional parts to the measure of their fitness for given purpose and to assemble them in functional relation.

It follows that the approach to the Parliament Buildings should be obtained, if possible, in the Gothic spirit.

There is an outstanding opportunity for accomplishing a monumental and splendid entrance from the centre of the north side of Confederation Place, between the East Block and the brink of the Rideau Canal Ravine.

The entrance to Parliament Hill from the popular forum would be guarded at its portal, on the west by the bronze figure of Laurier and at its upper terminal by that of Macdonald.

Its site and motif is magnificent, sweeping up along the western brink of the deep ravine with the Chateau Laurier rising in terraced beauty on the opposite bank, with the Major's Hill Park, Nepean Point and the Ottawa River as a rapidly changing panorama—the Laurentian Hills melting into distant haze. On approaching the northern end of the East Block and there losing the distant view, this avenue sweeps in a wide graceful curve towards the West, the Parliament Buildings with the Victory Tower looming suddenly into view towering above the oncoming observer, the Buildings and the Tower all appearing in echelon and giving their most effective impression of angle and deep shadow, a truly Gothic rendering in its element of surprise of change-ful massing and irregular sky line.

The advocacy of this Entrance does not imply a slavish copying of Gothic model in plan or structure but seeks recognition for the creative freedom of Gothic outlook in principle and spirit.

METCALFE STREET

As to the mooted widening of Metcalfe Street for a monumental approach to Parliament Buildings, the conception is classical, i.e., on the central axis of a symmetrical grouping and would be self-contradictory as a "motif." An attempt to make a "mall" of Metcalfe Street similar to the Washington Mall would meet further with certain physical defects impossible of elimination, short of unwarranted expenditure.

To obtain a uniformly rising grade up Metcalfe Street to the base of the Buildings would involve a considerable dipping of the cross grades of Albert Queen, Sparks and Wellington Streets, also of Parliament grounds, as the Parliament Tower and Buildings are set far back on the level stretch at the upper end of the long vista.

The vertical line of visibility, approaching from Metcalfe Street strikes into the second story of the Buildings, a most disagreeable effect. To enlarge the view by widening Metcalfe Street would but accentuate realization of this defective approach.

The classic text-book example of this impossible situation is the approach to the Palace of Versailles from the town; that of the right treatment is the Avenue des Champs Elysees approach to the Arc of Triumph in Paris where the grade is a long gradual sweep up to the base of the structure. To obtain this effect correctly in Ottawa would involve gouging Metcalfe Street 8 to 10 feet deep through the cross streets mentioned, with disastrous result and immediate costs and with a probable serious dislocation of large values on each side of the wide opening through the established business area.

The widening of streets per se is a delicate and subtle problem in town planning involving many intricate and interlocked factors in economics and art as may be presented in the merits of each particular case.

Respectfully submitted,

N. CAUCHON,
Chairman.

FOUR MORE CANADIAN CITIES ARE ZONING

Hamilton, Walkerville, Sarnia and East York appear to be taking steps in the direction of practical zoning.

ENGLISH LAKE DISTRICT TO BE PRESERVED BY REGIONAL PLAN

The various local authorities concerned in the preservation of the English Lake country have agreed upon a regional plan as the best means to achieve their object.

(Continued from Page 97)

were not built for congested living and they are not likely to be greatly concerned even though every householder should find a garage as indispensable as a kitchen.

All the same the Radburn scheme is bristling with ideas that must profoundly affect the American concept of town building. The principle of limited dividend is itself of tremendous importance. So long as there is unlimited profiteering connected with new town building there must be impoverishment of social benefit for the inhabitants.

The immense fortunes made out of real estate by such men as "Peaches" Browning should show that an era of social decency in this matter is much overdue. The Radburn project is another evidence of the fact that to the extent that nations can banish the barbarous past the distraction of war the scientific and social mind of the nation will turn more and more to the problem of building towns and cities that will not be direct incentives to the degradation of the social ideal.

Possibly experimentation in the hexagonal idea will find realization in Canadian enterprise.

In these articles there emerges once and again the sociologically vicious thought that these pleasant home sites may be wanted later for more profitable investment. The idea emerges, we are glad to say only to be suppressed as the "ever present curse of growing suburbs." Such an idea can have no *locus standi* at the English Garden Cities. Leases of land are granted for 999 years with the definite understanding that no use of land can be more important than its use for homes, and that when once beautiful homes have been placed upon the land no other use can oust them from their permanency. There can be no mellowness of home life where houses are built for merely temporary occupancy. It is the mark of modern planning that industry, commerce and apartment dwellings are given their proper places and that home life is considered as taking no second place in the occupancy of land. This will come sooner or later to be the first principle of modern civilization.

The following articles are reprinted respectively from the *New York Times* and *The Survey*.—

Ground will soon be broken for the construction of the first town in America to be specially designed and built for the motor age. At Radburn, N.J., which is expected to cost \$60,000,000, 25,000 people will live on 1,200 acres situated in the borough of Fairlawn, about seventeen miles from Manhattan, midway between Paterson and Hackensack. The name Radburn comes from the Scottish *rad*, meaning quick, and *burn*, meaning brook.

Much of the site is now given over to truck and dairy farms. The completed plan does not call for extensive agricultural operations however. The land is expected to be ultimately too valuable for anything but home garden plots. It is rather level country, wooded in sections, and at the present time

contains a number of old Dutch Colonial houses, one of them built nearly three centuries ago. The houses will be preserved, and Dutch Colonial may be the basic architectural pattern for the buildings to come. When the Hudson River Bridge is finished, the industrial section of Radburn will be only eleven miles by road and bridge from Manhattan. As the crow flies, it is now as near Times Square as Mount Vernon in Westchester.

PROFIT LIMITED TO 6 PER CENT

The land is owned and the town is being built by the City Housing Corporation, of which Alexander M. Bing is President. The project is not to be a subdivision game with large profits as its main motive, but an enterprise in which earnings will be strictly limited to 6 per cent; it is not altogether a venture on an uncharted sea, but on the contrary, is the logical next step following the \$10,000,000 Sunnyside development which the City Housing Corporation has already built in Queens, in which 1,200 families are now living.

Sunnyside was an attempt to build houses for people to live in, rather than to acquire the last cent of speculative profit. Dividends were limited to 6 per cent, and the best technical ability available was obtained to design comfortable, artistic houses and apartments at prices the ordinary man could afford to pay. But as Sunnyside is within the city limits, there is always the possibility that surrounding land values (and taxes with them) will rise to a point where small houses and garden spaces will have to give way to more intensive land use, by the erection of apartment houses and the like.

Radburn, outside the metropolitan area, provides the opportunity for the next and far more conclusive experiment in a limited dividend housing project. Sunnyside, completed, will cost \$10,000,000, and Radburn will probably run to \$50,000,000 or \$60,000,000, and will house five or six times as many people as Sunnyside. With the coming of cheap power, there has been talk about "decentralization"—meaning the movement of population and of certain kinds of industry out of congested city areas into surrounding communities in the country where jobs may be combined with air, sunshine, gardens, play spaces, woodlands, and something more in the nature of adequate home life than city cliff dwelling affords.

A UNIQUE EXPERIMENT

Radburn, as a large scale experiment in decentralization, will be watched and studied by city planners and civic authorities all over the Western World.

The decentralization aspect has additional general interest at the present time because of the warnings experts here issue against the increasing congestion in crowded centres. Some have likened the metropolitan district to a vessel listing to one side because too many passengers are determined to congregate on that side. The Regional Plan of New York and Its Environs has said :

"A comparison of the relative density of population per square mile in the rural areas (of the metropolitan district), as indicated by the census enumerations of 1850 and 1920, discloses the somewhat startling fact that in a number of towns, from 30 to 50 miles distant from New York City Hall, the present population per square mile is about half what it was in 1850, and in some cases even less. These are not districts where the population appears to have been displaced by the creation of large estates or by the acquisition of great tracts of land for any public purpose, such as municipal water supplies. The fact seems to show the tendency to concentration of population in large cities and towns."

Radburn accordingly seems to signalize something of corrective sentiment along this line. To the extent of its own potentialities, Radburn might even help to check the present drift of population toward the vortices of the metropolitan zone and start it back in the other direction, toward the periphery.

Even if Radburn, and any Radburns that might follow it in the future, produced no immediately discoverable effects of this sort, it would seem to contain germs of such a tendency. For example, its own density of maximum population is not expected to exceed ten families, possibly forty-five persons, per acre. Housing students might well compare this 45 to 1 ratio with the 312½ to 1 ratio prevailing in the lower east side, or the 156:1 ratio in Manhattan as a whole, or even the 47:1 ratio in the Bronx, Brooklyn and the Jersey waterfront.

Radburn will be built by the staff that constructed Sunnyside. Five years' experience in wholesale house-construction, in financing limited dividend projects, in efficiency devices and methods, will all be available for Radburn. Nearly the entire technical staff is at work on plans and specifications for the new town.

A year from now there will have been completed houses for 250 families—say 1,000 people. The first year's building program calls for one apartment, a few two-family houses, and nearly 200 single houses. It calls for one schoolhouse and encircled playground. There are adequate funds in sight to finance this initial program. As these houses are sold, capital should accrue for the construction program of the second year, and so on.

Whether Radburn can be as smoothly financed as was Sunnyside, remains of course to be seen. Sixty million dollars is still a considerable sum even in these days of billion dollar corporations. As in the case of all new projects, it would be short-sighted not to recognize an element of difficulty. In this instance the major difficulty will be the raising of capital funds necessary to complete the project.

MOTOR CARS AND ACCIDENTS

Every year more than 25,000 people are killed by motor vehicles in the United States, and some 200,000 injured. A very large proportion of the killed are children. Every year the problem of conges-

tion in cities and towns laid out before the gasoline era becomes more and more acute. As the number of motor vehicles increase—there are over 25,000,000 on our streets today—the liberation of the deadly carbon monoxide gas takes on a more dangerous aspect for those who are exposed to the fumes from the exhaust.

Meanwhile, the majority of American homes have a car parked somewhere on the premises, yet the house itself was not designed with the car in mind. Millions of ugly tin and wooden garages are reminders of this fact. A physicist finds that 60 per cent. of all city noise is generated by motor vehicles, particularly trucks.

In brief, the motor car has been imposed upon the American landscape in an unprecedented hurry, in a hit and miss fashion, with no fundamental preparation on the part of the landscape to receive it. This was as inevitable as it was unfortunate, and the misfortune is measurable in death, injury, poisoning, congestion, ugliness and the high costs which always accompany inadequate planning.

It is time to plan, consciously and deliberately, communities for the motor age. The time has come to lay out towns where children will not be run over going to school; where suburbanites may walk to the station without being frightened half out of their wits; where one does not have to take twenty minutes to drive a mile on Main Street; where one can find a parking space on Main Street when he wants to do an errand; where carbon monoxide gets plenty of chance to mingle with plenty of air; where street traffic noise is at a minimum, and where homes are built with garages as prominently in mind as bath-rooms.

Radburn will have many gardens; it will be built primarily for workers and for people of moderate means, but it will be different from Letchworth and Welwyn, the two famous garden cities of England. The latter were not built for the motor age, but as a substitute for city slums; they were built so that the man of the house might walk to his work and home for lunch.

THE AMERICANIZED GARDEN CITY

Most American suburban families have a car in which father can drive as far as twenty miles away to his work without discomfort. There will be no attempt at Radburn accordingly to plan a nice balance between industrial opportunity within walking distance and the home. Rather it will be the garden city idea adapted to American conditions. Like its English cousins, however, it will retain the basic principle of segregating the residential area from the industrial area, and from the market and trading area.

The ground plan shows the station, the town centre and one of the unit residential blocks. "Block" is an un-descriptive word perhaps, for the unit is anything but rectangular. The industrial area will be a half mile or so south of the station. Already

several industries in New York are considering the feasibility of moving to the new town, and one has tentatively decided to go there. Printing plants, small machine shops, a factory for the manufacture of airplanes, are all under consideration, and represent the types of industry which will be particularly welcome.

Conferences are being held with experts in traffic, sanitation, recreation and education. The purpose is to start with the school, the playground and the park, and to build the town around these cardinal human needs, in contrast with the usual haphazard method of town building, which fits them in somehow, afterward, if there is room, and if it does not cost too much.

By controlling the design of the whole town, it will be possible to develop adequate play areas for children and adults, and keep them within short walking distance of the homes. Play will not be an effort neglected because of the distance to go for it, the subway ride, or the time wasted in getting to it—it will be right out in front, a step or two away. Intensity of land use will be kept within strict limits; the parks and play spaces can never be sacrificed, without, in effect, rebuilding the whole town. Fifteen per cent. of the land will be given over to parks and playgrounds.

The plan provides for definite school sites of which an acre or more will be deeded to the school authorities, with an adjoining playground of two or three acres included in the park system. Three such locations have already been selected, and also the site for the high school. In Radburn schools come first and traffic second; the educational plant determines the layout of highways and streets.

In the civic centre will be the municipal building, the stores, markets, theatres, halls and probably a high school. All commercial buildings will be owned by the corporation, and rented to merchants and others. Thus no ugly signs or defacements will be tolerated. The corporation furthermore will build all commercial structures, and so induce architecture to keep to a unified style. (A similar control is to be seen at Forest Hills, Long Island.) About both the civic centre and the railroad station will be large, specially designed areas for parking.

Not even on Saturday, when everybody is shopping and farmers from the surrounding villages have come to town, will there be any problem of where to put one's car. It is hoped furthermore, to be able to build an exceptionally fine auditorium, which may be jointly used by lodges, clubs, societies, perhaps even by church members, and so save the expense of individual groups maintaining a number of inadequately used buildings of their own. Finally, shops will be placed at the most convenient points to facilitate a "cash-and-carry" economy on the part of home owners.

The plan of the first unit block indicates that it is not a gridiron rigidly bounded by north-and-south

and east-and-west streets, but a curved area adapted to the contour of the land. It comprises about forty acres and will provide for 400 families, in both single and double houses. Houses are grouped in a series of moderately narrow lanes giving off from the main roads that circle the block. The main roads will be sixty feet or more wide, but the lanes will be narrow, paved streets, without sidewalks. The houses are set back from the lane, and under each will probably be a garage as an integral part of the structure. But the houses themselves will face inward, toward the interior gardens and parkways in the centre of the block. No garages, sheds or unsightly objects will mar the interior view.

You will drive into your house from the lane, which is really the back; where the groceries and other deliveries will come in. You will leave your car in the garage—a room of the house—and walk through to your living room, and terrace and garden, which will face flowers and trees and pleasant, meandering paths.

Along these paths the children will go to school in the morning, and they will not cross a single motor road in their walk. If the school is not on the inner parkway at the end of one's own block, there will be an underpass to the adjacent block parkway where it is located (like the under passes in Central Park). Similarly, if a resident is going to New York he will walk to the station, down the interior paths amid the trees, pass the tennis courts and playgrounds, and will not cross more than two motor roads, and those at the end of the journey.

Residents will be able to take a two-mile walk for pleasure from block to block, using the underpasses, and never encounter a motor car. At the front of one's house there will be no traffic, no noise, no dust, no gassy fumes. A great part of the family life will be lived inside the block, where relative peace and quiet prevail.

The cardinal economic principle upon which the whole plan is based is worth careful study, for it is something new in the world. How does it come about that the designers of Radburn venture to devote so much area to parks and gardens and open spaces, while proposing at the same time to keep their prices down to the average man's purse? Offhand one would expect that only millionaires could afford such spaciousness. But the present plans indicate a price range of from \$7,500 to \$8,500 for one-family houses with garage. People with incomes of not over \$2,500 a year may safely buy into this community.

The cardinal principle is this: In the normal town, with its gridiron layout, between 35 and 40 per cent. of the area is given over to streets and alleys. New York City averages 35 per cent. In Radburn, with its big circular blocks, cut by entrance lanes, only about 20 per cent. is to be so used. The saving in land can be applied to more house lots and to more park area. Furthermore, the normal town, with its hit-and-miss location of dwellings and large street areas,

must lay a far greater length of water pipes, gas pipes, sewer pipes, telephone and electric power lines than the Radburn plan calls for.

THE ECONOMIES ACHIEVED

The Radburn lanes are used intensively and as everything is planned in advance, the maximum economy in public utilities can be achieved. And this applies not only to first cost, but to maintenance. It not only costs less to lay half a mile of gas pipe than to lay a mile, but proportionately less to keep the half mile in repair. The control of all these services will be bunched in the lanes, making for further economies of operation.

As a result, if the cost of the raw land is \$2,000 per acre, the cost of the same acre improved with roads, water and all public utilities in Radburn will be about \$6,000, including parks and playgrounds. But if the community were to be laid out on the ordinary gridiron plan the cost per improved acre, with no parks, would be at least \$8,000.

In other words, the usual ratio of improved land to raw is at best 4 to 1. The Radburn plan works out at 3 to 1. It is this subnormal margin that will keep house costs down and provide the gardens and the open spaces. A further factor of economy is, of course, the limited profit of 6 per cent.

The houses themselves are all to be built by the company, thus insuring as at Sunnyside, sound construction and architectural unity. They will be built in groups on a mass-production basis. Sunnyside was able to cut its construction costs 20 per cent, in three years, owing to economies, discovered in mass-production methods. The savings were put back into better materials and facilities. These economies are now available for Radburn. To secure the economies of mass production, the company will build nothing to individual order, but will plow ahead like the assembly belt of the Ford factory. One must buy the completed article or none at all.

If this sounds dismal and overstandardized, remember two things: The men who are doing the designing are artists as well as competent architects. The houses are far from being all alike. In the second place, the mass production method will, it is contended, make for a better quality and grade of materials than could ever be secured for the same money if one were building one's own house. With the limited dividend provision, this economy is passed on when one purchases a house.

Mass production is a method which either the artist or the jerry builder can use. In Radburn the artist is to use it. As a sample of what he has already accomplished, there is Sunnyside, where the drawing board plans have met the reality of brick and lumber and concrete.

Radburn is to be both a suburb and an industrial town. Some of its people will commute to work in New York or to Newark, Paterson or Jersey City; some will work in the local industries. Of course, the latter function is the more significant, for it provides

the most basic solution to New York's housing, living and congestion problems. The more industry escapes from the bottlenecks of Manhattan into the surrounding metropolitan area, the better for city traffic, subways and streets; and the more air, sunshine and health for the workers and their families who escape at the same time. It is not without significance that the Regional Planning Committee of the Russell Sage Foundation is actively interested in the experiment and prepared to give it a large measure of co-operation.

Indeed the only cloud on the horizon is the remote one that the same forces threatening Sunnyside may some day be felt by Radburn. If the metropolitan area jostle it too fiercely, land value may be forced to such high levels that pleasant homes will have to be sold for congested apartment property. This danger is far in the future, but it should be mentioned. Under our present land system it would be a rash prophet indeed who dared to describe an unqualified Utopia within twelve miles of Manhattan.

The area of Radburn is far less than that of the garden cities built in England a generation ago. The latter are protected by belts of agricultural land that serve to defend the citadel against the encroachments of the speculative builder.

There is to be considered the question of the financial plan and the margin of risk involved. There is also the psychological question of whether people broken to an uncomfortable way of living can readily and happily adapt themselves to a comfortable way. There is a new kind of town, and it will require something in the nature of a new kind of mind and attitude to live in it.

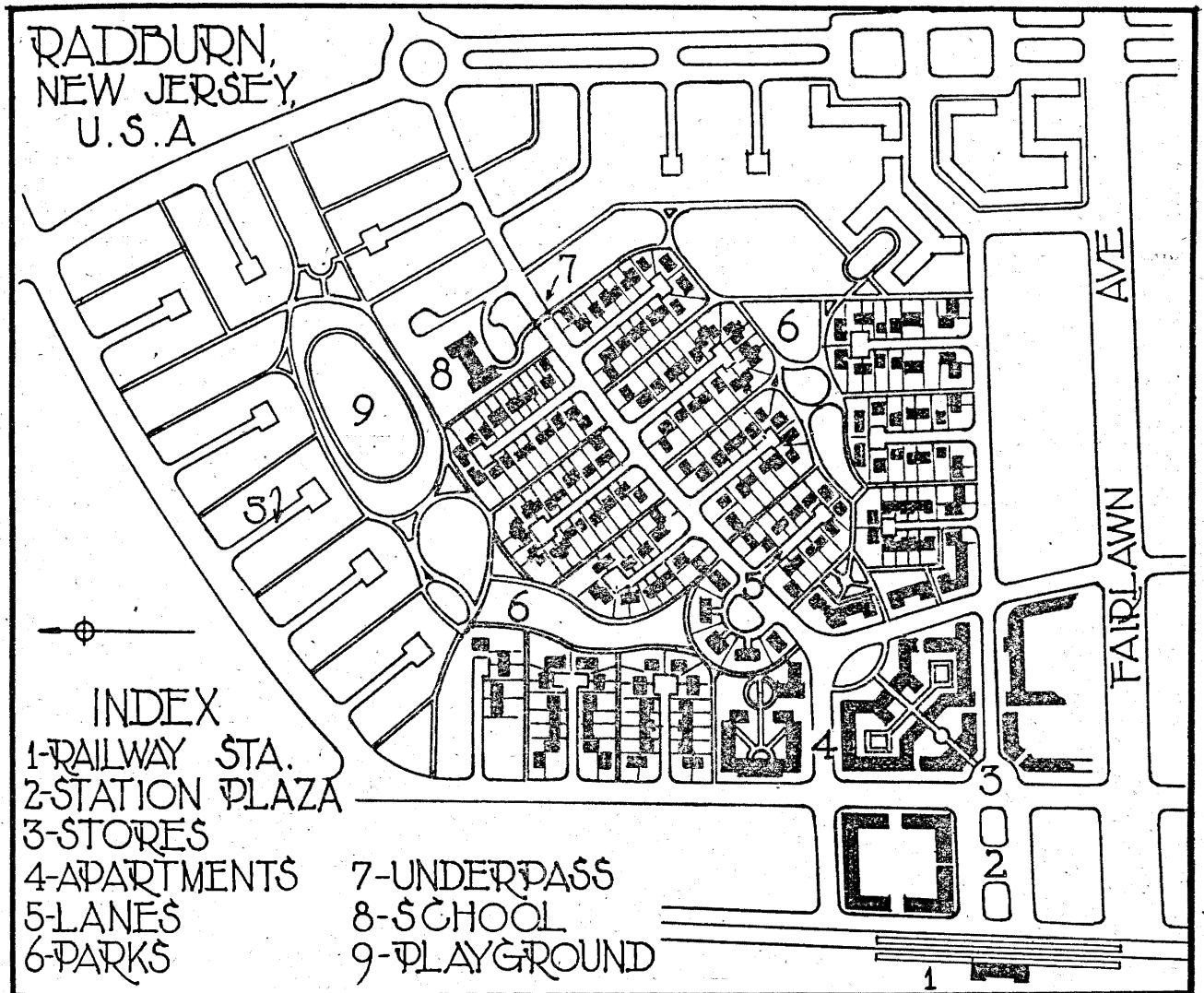
Whether gridiron minds can adapt themselves to gracious curves remains to be seen. But the advance applications show that while everybody might not be happy at Radburn, there are probably enough non-gridiron souls in the metropolitan area to populate at least one fair-sized town.

But even with these qualifications all the schemes for the rebuilding of tenements rolled into one do not reach the far more fundamental housing solution that Radburn offers. It is the first wholesale experiment in decentralization. This fact, combined with the basic policy of building a new kind of town for the motor age, makes it perhaps the most significant undertaking in community planning which this country has ever seen.

A TOWN FOR THE MOTOR AGE

The following is taken from *The Survey*—

A town built to live in—to-day and to-morrow. A town "for the motor age." A town turned outside-in—without any back-doors. A town where roads and parks fit together like the fingers of your right and left hands. A town in which children need never dodge motor-trucks on their way to school. A new town, *newer than the garden cities*, and the first major innovation in town-planning since they were built.



Ground Plan of a Section of Radburn
Clarence S. Stein and Henry Wright, Associated Architects.

Such is Radburn, New Jersey, non-existent at the moment, but destined to grow forthwith under the guiding hand of the City Housing Corporation of New York, which has already demonstrated at Sunnyside how its plans come true.

PLANNING FOR ETERNITY

Never is a long time. The heart and soul of successful town planning is permanence. While conventional city plans take care to establish setback lines with an eye to future street widening, Radburn seeks to set up so perfect a balance between highways and the occupancy of land that streets (except possibly the arterial highways) will never need to be changed. It may or may not be possible to accomplish this: zoning and deed restrictions will be used to the limit, and the nature of the plan itself is such that there will be small incentive to meddle with re-

sidence areas for the sake of stepping up values by business development or excessive apartment building—the ever-present curse of growing suburbs. The greatest threat to the permanence of housing standards in Radburn comes from its limited area and the pressure of surrounding developments. The town site now held by the City Housing Corporation is less than half the area of Welwyn Garden City and only a quarter of that of Letchworth. To the west and north, outlying fringes of Paterson and Ridgewood come close to its boundaries. There is no opportunity for a protective belt of open land, and no assurance that the immediate environs of the town will not be exploited in detrimental ways or that other builders will not reap speculative by-products of Radburn.

SELF-CONTAINED COMMUNITIES

The trend of regional planning theory ever since

the garden cities were first projected in England a quarter of a century ago has been toward the establishment of small self-contained communities, including factories—usually those using electric rather than steam power and employing skilled or semi-skilled workers. In full sympathy with this theory the City Housing Corporation announces that it hopes to attract to Radburn plants of this sort—printing plants or small machine shops, for instance, perhaps aeroplane factories! An excellent location is available for such works—level acreage with generous sidings. But it is to be remembered that the English garden city was predicated on two factors which were all-important in England twenty-five years ago and are of much less importance, relatively, in America to-day. Rail transportation was required by all industries; and the British workman wanted to walk home at noon for a hot lunch. Motor trucks and good roads have multiplied; and the American workman wants to drive to his work; his wife, to be frank,

would usually rather not have him underfoot at noon-time. This puts a new face on the self-contained town. So even if industries come to Radburn their workers may live elsewhere, and the workers who live in Radburn may travel afield to their work.

Even so the new town can make a valuable contribution to the housing of wage-workers. The concentrated metropolis and the balanced garden city—the one overgrown and getting worse, the other limited and planned for permanence, are alike in that the majority of their workers live and work in the same community. In the great city the link between home and workshop is the anachronistic "L" or the atrocious subway. In the garden city the link is presumably a few blocks of shady street. But the automobile is another possible link. In a skilfully planned countryside this link will remain for years to come not only entirely practicable but actually the preferred means of daily transportation.

Town Planners Quietly at Work

Town Planning at Vancouver is Now an Accepted Part of Municipal Policy.

The major title of this article we take from the British Columbia *Municipal News*. It may not look very exciting to the average reader but as a matter of fact it will convey a triumphant significance to those Canadian planners in other parts of the Dominion who are still struggling with obscurantist civic authorities and petty real estate interests to get Town Planning "quietly at work." It is really pitiful that in so many districts the energy, skill and enthusiasm of Canadian planners are wasted and thwarted year after year by local Authoritarianism, which has no reasonable basis for opposition beyond ragged tradition, pride of office or the unenlightened obstinacy of private interests.

It would not be wise to say that the members of the Vancouver City Council have never said or done anything that is unreasonable in relation to their Town Planning program, but at this distance it seems to us that they have acted with remarkable intelligence and public spirit. Their criticism, so far as we have knowledge of it, has never been acrimonious or merely authoritarian, but has been prompted by a sense of responsibility with regard to costs, and there is ample evidence that they have not grudged reasonable individual energy and time to understand the implications of the Town Planning program which they have sanctioned.

For years they were pestered with private and sectional demands that building projects should be permitted or refused and private interests on one side or the other were continually threatening to corrupt their morale and warp their judgment on vital interests of public welfare. Their time and energy were frittered away and nothing but the most savage

determination to stand by the public good could have saved them from unworthy compromises.

This was not special to Vancouver, it is always so where there is no zoning law. But the Vancouver Council saw what other City Councils are taking an immoderately long time to see that if they called in a Town Planning Commission to their assistance, an *ad hoc* body of men concerned only with one problem, giving their time to special study of this problem, serving without remuneration and submitting their decisions to the City Council for final ratification, that the time and energy of the Council would be vastly conserved and that progress in planning would be registered at a much quicker pace than by the old time method of thrashing out the merits and demerits of the location of a proposed building before the whole Council.

Possibly somebody suggested to them that they were passing on their responsibilities to a non-elected body. To which they doubtless replied, after some anxious thinking on the matter, that they were doing nothing of the kind. They were simply making use of the voluntary service of highly respected citizens and that not a single item of expenditure proposed by the Town Planning Commission would add to the expense account of the city without the sanction of the City Council.

By this time municipal journalism in British Columbia, which in so many other quarters of the Dominion is apparently oblivious of the fact that Town Planning has become an integral part of the municipal policy of nations, has become alive to the important work that is being done by the Vancouver Town Planning Commission. We are glad to quote

the following paragraph from the *British Columbia Municipal News*.

TOWN PLANNERS QUIETLY AT WORK

The Vancouver Town Planning Commission is proceeding quietly with its work, and in due course there will be presented a scheme for the complete development of the city for the future that will prove of inestimable value for all time to come.

It is a work that cannot be completed in a few weeks. It is vast in its scope and involves closest study and the application of the practical to the purely aesthetic. It is a combination of the two that will result in the ultimate scheme of things in a city that will be both beautiful and orderly.

The foundation work is now being laid for a future Vancouver that may accord with a recent pronouncement of an American town planner who set down the principle of a well-planned city as follows:

"It is a city plan, and a city plan only, that makes possible a beautiful city. There can be no such thing

as a beautiful city without a city plan conceived and executed, not only so as to serve all the practical requirements of a city, but also to provide abundant opportunities for the proper expression of the beautiful.

"It is true that the beautiful in cities comes actually through the work of landscape architects, architecture, sculpture and engineering, but the point of greatest importance to note is that the city plan provides the location and arrangement, the elevation or gradient, the foreground and background, the vista's balance and symmetry, the street scene; it provides a proper sense of scale, the broad relationship, the environment and the opportunity for grouping, assembling and composition of such works under conditions that make them truly and permanently beautiful."

That in brief sums up the objective of the Vancouver Town Planning Commission which, in the forward view it is working on in its schemes for the city, is looking half a century ahead.

Planning a New City for 700,000

The application of science to modern city building is further exemplified by a great project embodied in a report of the Regional Plan of New York and Environs by which it is proposed to reclaim the extensive region of Hackensack Meadows, near New York, and shape them into a site for a new city, larger in area than the whole of Manhattan Island.

Here one sees the Town Planning imagination ploughing through a vast mass of physical difficulties, inherited beliefs, prejudices and scornful incredulities to a project that may teach the world how to apply the magic and might of science to the redemption of nature's failures and the transformation of them into community sites where the melancholy and wasteful blunders of old-time city making may be, not only avoided but illustrated and dramatized for all men to see.

Possibly an account of this project will do something to get a more patient hearing for our own Canadian planners whose brilliant schemes for regional and town planning are usually received with bewildered incredulity and scornful *non possumus*. The following condensed account of this magnificent scheme appears in the *American City*.

CITY OF MORE THAN 700,000 MAY RISE

The imagination of city planners and land developers has long been challenged by the possibilities of reclaiming the vast expanse of the mosquito-ridden waste land of Hackensack Meadows, only a few miles from New York City, and converting them into a great city.

A concrete plan for such development is embodied in a report now issued by the Regional Plan of New York and Its Environs. The engineering

problems involved include the raising of a piece of land greater than the whole of Manhattan Island ten feet above its present level and the straightening of the Hackensack River. The legal and financial aspects are equally enormous in implication. The total area of 41 square miles lies within parts of 14 different communities situated in Hudson and Bergen Counties (New Jersey). There are several hundred different owners with title to various parts.

"If the Meadows were developed on a self-contained basis—that is as a combined industrial and residential community," the report states, "the area could accommodate a resident population of 730,000, or 58 per cent of the estimated growth of Hudson and Bergen Counties during the next 35 years. The meadow area at present has less than 10,000 population, more than half of the expanse now being entirely impassable, and development having been possible in a practical way only along the edges."

The report proposes the dredging of a system of canals which would offer great possibilities for a distinctive and attractive type of development in residential and business areas. Civic buildings and other architectural features could be located at the head of some of the waterways, and attractive vistas thus obtained. In the residential areas the canals might be bordered by a small strip of public park, as in parts of Amsterdam, Holland.

A separate section of the report, prepared by Frank B. Williams, is devoted to certain legal aspects of the proposal.

The six major reasons for urging a large-scale improvement of the marshlands are thus defined in the report: (1) the unattractive appearance of the district, which has seriously retarded urban expansion

in metropolitan New Jersey; (2) the unproductiveness of the area; (3) the unsanitary condition of the area after its occasional submergence by high tides; (4) the fact that the marshes are a breeding place for mosquitoes; (5) the low assessed valuation, on account

of which improvement would bring large financial returns to the communities involved; (6) the relief of congestion which the development would bring to the densely populated centres upon its borders.

Town Planning Commission For St. John's Newfoundland

At the end of 1926 Mr. A. G. Dalzell was invited by a joint committee of several welfare organizations at St. John's, Newfoundland, to make a survey of the city and report especially on the Housing conditions. Mr. Dalzell issued a report which was well received, and which we commented upon in the February 1927 issue of the Journal. In this report Mr. Dalzell pointed out how intimately the housing question connected with the proper selection of sites and the right use of land, and urged as the first essential the appointment of a Town Planning Commission. The administration of municipal affairs in St. John's is divided between the government and municipal council, and some difficulty was found in securing a commission that would be acceptable to both. But a very strong commission has now been appointed and has got down to real work. The Chairman of the Commission is Mr. Justice Kent, K.C. Other members include Messrs. W. R. Howley, K.C., J. J. McKay, R. H. K. Coehus, and two who are civil engineers by profession, Messrs. W. J. Robinson, and Boyd Baird.

Mr. Dalzell made the suggestion that it was desirable that at least one lady should be a member of the commission and this suggestion has been very happily met by the appointment as Secretary of Miss Jean Crawford, a trained social service worker, who has been for some time the capable secretary of the Charity Organisation Society and knows the housing conditions in the city as perhaps no one else does.

The Commission has divided into Sub-committees on, General Plan, Housing, Finance, Arts, Parks and Playgrounds, and Legislation. Other citizens act in an advisory capacity on these committees.

To those who have read Mr. Dalzell's report "To the Citizens of St. John's," on the housing conditions of the St. John's region and are humanly interested in the improvement of housing conditions for working families anywhere and everywhere, it will be excellent news that the citizens of St. John's are responding so intelligently and actively to the challenge of the Dalzell report. The greatest obstacle to housing reform is the citizen who, comfortably circumstanced himself and more or less identified with the business prosperity of a locality does not want to be made acquainted with any facts that would reflect on the humanity and wisdom of the "leading citizens" and responsible authorities, however tragic such facts may be as part of the common life of working people.

It is characteristic of Mr. Dalzell's attitude to

the housing problem, of which he is so profound a student, that he must tell the truth as he sees it whatever the consequences to himself. Always in the background of the problem he sees the families who are not getting a square deal in the values of life; the men, women, and children cooped up in dark and insanitary boxes with a squalid out-door environment that offers small temptation to life-giving exercise in the open air. The temptation of the Town Planning reporter to flatter the citizens is well nigh irresistible, but it is a temptation to baseness that must be resisted by every self-respecting reporter. There is no dignity in lies.

At the close of his report of 1927 Mr. Dalzell wrote the following paragraph:

"But the infantile mortality rate only tells the story of the loss of life under one year of age. There appears to be a tragic loss of young life among children under two years of age, from diseases which are attributable to insanitary conditions and impure milk. Often milk is contaminated more in insanitary homes than at the farm. For three years as many children, namely 141, under two years of age, have died from infantile diarrhoea in the St. John's electoral districts, as in the rest of the Dominion. In 1924, in a population of 54,000 in the St. John's districts, eighty-five children under two years of age died from this disease. In the same year, in a population ten times as great in the city of Toronto, ninety-one children died from the same cause."

Aside from the question of civilized humanism, which is the root of the better housing problem, the psychology of physical attractiveness in a town is only just beginning to be understood by the business organizations that are so much concerned with the magic word "prosperity". People will not settle either for work or leisure or pleasure in squalid environments, if they have any choice in the matter. The St. John's region may very well become in the near future an important landing station for aircraft. It is time now, as Mr. Dalzell points out, to initiate a vigorous Town Planning policy for St. John's. There appears to be much socially redemptive work that is much overdue and there appears to be a future full of promise if the citizens will take their social problems seriously. But the first thing to recognize is that housing work is highly technical and cannot proceed and must be a failure unless it is placed in the hands of a competent technical adviser as a full-time job. It cannot be done as a spare-time job by anybody nor by a non-technical secretary. The best economy is to have the best technical advice.

A Helpful Move by The Dominion Land Surveyors

The Dominion Land Surveyors, at their last annual convention, obeyed a distinctly fine impulse in deciding to get behind the Town Planning movement in Canada and offer the prestige of their honorable association to help forward in whatever way seemed practicable, the cause of Town Planning in the Dominion.

They prepared a statement setting forth their view of the relation of Town Planning method to the business and social prosperity of the towns and cities of Canada and authorized their secretary to sign this statement for transmission to the chief civic officers throughout the Dominion.

The Dominion Land Surveyors desired to give some lead to the formation of public opinion in favor of Town Planning and to give definite and concrete expression to their conviction that the time is more than due when Canadian cities should make a national effort to catch up with the other nations in the extension of Town Planning principles and practice.

By cooperation with the Town Planning Institute this statement is being issued to the Mayors of the Dominion together with the present issue of *Town Planning*.

The members of the Institute will be deeply sensible of the value of such cooperation and of the public-spirited impulse that prompted it, and they will hope that the Mayors of the towns and cities will receive the circular in the spirit in which it was prepared and utilize their valuable opportunity to initiate and stimulate local interest in the Town Planning cause in Canada.

The Town Planning Institute has survived many prophecies of its imminent and ultimate demise, and even spasms of internal dissensions such as disrupt and impotentiate associations for public service. Within the past year, however, it has added eighty members to its lists and has received abundant testimony to its educational influence throughout the Dominion. The endorsement of its work by so well-established a body of students as the Dominion Land Surveyors is encouraging to a high degree. A similar act of generous fellowship from the Engineering Institute of Canada and the Dominion Association of Architects would cost nothing to the associations concerned and would bear further testimony to what we believe to be a fact—that the higher intelligence of the Canadian people is everywhere demanding of its civic officials some more active interest in a social movement that is attracting the attention of the whole civilized world. It is a worthy and gracious custom for seniors in the scientific field to welcome junior groups who are working towards some similar form of scientific service.

We have pleasure in reproducing the Dominion Land Surveyors' circular to the Mayors of the Dominion.

THE ASSOCIATION OF DOMINION LAND SURVEYORS

President, J. W. Pierce, D.L.S., O.L.S.

Secretary-Treasurer, W. L. MacIlquham, B.Sc. D.L.S.
Department of Interior.

A PLEA FOR TOWN PLANNING

To the Mayor of

Dear Sir:

It is now generally recognised among students of Municipal affairs that effective Town Planning has a direct bearing on the prosperity of cities, towns and other communities from the business, social, physical and health points of view.

In great Britain and the United States, something like 600 cities, towns and villages in each country have now adopted Town Planning methods as the best means for ensuring their future prosperity. The movement may be now regarded as co-extensive with civilization. It is not likely that a movement intended to benefit communities would have met with so universal a welcome unless it had a sound economic and ethical basis.

Canada, on account of her youth, affords an excellent opportunity for scientific planning at small financial cost, and yet, on the whole, she lags behind other countries in her attitude to this important social movement.

At the annual meeting of the Association of Dominion Land Surveyors held at Ottawa in February last, the present situation in Canada respecting town planning progress was the subject of discussion arising out of the report of the standing Committee on Town Planning and the following resolution was passed by the association:

Be it resolved that this Association of Dominion Land Surveyors, assembled at this their 21st Annual Convention, do hereby endorse the principles of Town and Regional planning for Canadian towns and cities,
AND

It is further resolved that any action towards securing an adequate zoning by-law for the Federal Capital of Canada receive our hearty recommendation.

FURTHERMORE

This Association in Annual Convention do herewith instruct the Council to have the Town Planning Committee back up the efforts of the Town Planning Institute of Canada by sending a memorial urging the value of zoning to every city in Canada.

The association recognize that many leaders in municipal life in the Dominion are more or less convinced of the reasonableness and utility of Town Planning methods, but that immediate problems often

occupy their attention to the exclusion of the wider view of future development which Town Planning demands.

Since the initiative in Town Planning activity rests ultimately with the mayors and city councils of Canada it is desired to bring to your notice the following considerations in the hope that if you are not already engaged in Town Planning in your city or town you might discuss the matter with your officers and advisers.

WHAT TOWN PLANNING IS

Town planning is a means of saving rather than spending money. It aims at promoting health, preserving beauty and preventing bad industrial conditions.

Town planning is of vital concern to every home owner. Without its wise restrictions a laundry, undertaking parlor or a factory may suddenly appear next door and depreciate the market value of his home; he is then faced with the most serious situation of selling what is possibly his lifetime investment at a heavy loss on the purchase price. Town Planning safeguards real estate values.

WHY TOWN PLANNING IS NECESSARY

The concentration of our population in towns has produced gigantic evils. Lack of foresight has resulted in difficulties such as the following:

- (1) Spoiling of many beautiful country districts by the uncontrolled spreading of factories and houses.
- (2) Houses have been built in places where factories should have been.
- (3) Factories have been placed in residential areas and the locations have been ruined by smoke fumes and noises.

(4) Slums have grown, which are costly to remove.

(5) Streets and roads have been made so narrow that they have repeatedly to be widened at great expense.

(6) Insufficient open spaces have been left, so that they have repeatedly to be widened at great expense.

(7) The lack of town planning has been bad for domestic economy, industrial efficiency and the health and moral welfare of the people.

HOW TOWN PLANNING WORKS

Town planning is the art and science of arranging beforehand for the extension of towns and the protection of the country. It does not necessitate buying a single yard of land, but it decides on the broad lines of future development. It surveys the districts and decides where houses should be built, where factories should be placed, what roads will be wanted and what width they ought to be to meet the needs of future traffic; what ground should be reserved for parks and sports grounds and what features of historic or artistic interest should be preserved.

If you should desire further information on town planning activities in Canada and other countries we can recommend for your perusal the Journal of the Town Planning Institute of Canada, entitled "Town Planning", a sample of which is sent to you. It is published at Ottawa at the small cost of \$2.00 a year and in a number of towns the mayor has authorized copies to be ordered for the use of members of local Town Planning Commissions. It is not published for profit, but for the furtherance of a great public cause.

(Signed) W. L. MacIlquham,
Secretary-Treasurer.

The Lieutenant-Governor of Alberta Endorses Town and Rural Planning

The province of Alberta should go far and quickly in Town and Rural planning activity since it has the advantage of convinced support by the Lieutenant Governor and Premier of the province. We have set forth on various occasions evidences of the vigorous lead taken by Premier Brownlee and of the immediate response to his leadership on the part of civic officials and organizations in Alberta.

We have great pleasure in quoting a message on Town and Rural planning by His Honour, Dr. William Egbert, Lieutenant-Governor of Alberta, given to the editor of the new Alberta quarterly entitled, "Research Bulletin," of the Union of Alberta Municipalities. It will be seen that the Lieutenant-Governor of Alberta has given serious study to the main principles of Town and Rural Planning and that he is thoroughly convinced that the time has

come for the municipalities of Alberta to direct their attention to Town Planning method.

If there is one matter at the present time which is opportune to consider, it is the matter of village and town planning. You may remember that I stressed the importance of this subject in my opening remarks at your last convention. With some consistent attention and continuous effort, a great improvement could be made in the general appearance and in the consequent comfort of the residents in almost every urban municipality in the Province.

To get the best results perhaps it is not too late to make a beginning, but a beginning should be made at once. I have no doubt that any such beginning should be based on the advice of an expert in that line of work. From the expert

in that line could be obtained suggestions as to a general plan of the municipality, deciding upon a certain area which would be used for business buildings, another for residence area, a third for school grounds and recreation grounds. The plan would carry with it suggestions as to the location of the building on the various lots and their alignment with the street, the distance from the street and possibly the character or quality of the buildings themselves. There is economy in such a plan, particularly in insurance and the prevention of fire hazard. After such an arrangement has been adopted, the laying out of the streets, the planning for boulevards, for tree planting and for general beautifying and improvement could be followed consistently. Space for a grass plot and flowers in front of the homes would be provided for. Nothing destroys the scenic beauty of a street like the lack of uniformity in the building and general disregard of the condition of the street in front of the dwellings.

All of this work should be done under the plans and possibly the supervision of an expert, and I am rather of the opinion that the expert's assistance and advice should be supplied to the urban municipalities throughout the Province by a central authority. This expert should be available on the request of the municipalities or when required by a group of people applying to organize a village and begin its work of government. Not only should this assistance of the expert be available at the inception of a plan, but from time to time as it is being carried out by the local municipal government. With the assistance of the expert and the co-operation of the village or town with him, I am sure that we would find springing up in this Province villages and towns that would be a pride to the people.

Increase in population again seems to appear. New villages will arise, those already in existence will expand and the time to take steps in this direction seems opportune. In fact it would seem that the best time to begin such a plan is when the site of a prospective village is selected. The expert available should have a voice in the selection of townsites, viewing them from the point of view of the future sanitation and location with respect to community purposes and at the same time having a mind towards the possibility of beautification.

The experience of the Province clearly indicates that a control of subdivisions for townsite purposes should be under careful and expert control. Only such additions by way of subdivision as are necessary for the development and growth of an urban centre or for the inception of a community centre, should be permitted, and additions to the present villages and towns should be made only when such additions are necessary for the extension of the community growth. The unlimited subdivisions of past years placed upon the villages, towns

and cities of this Province a burden of expense which is almost impossible to estimate and any steps which can be taken to prevent a repetition of this are at this time opportune and desirable.

A MILESTONE IN PROGRESS

We print this message with a certain satisfaction since it marks a milestone in the progress of Town Planning in Canada. It is the characteristic of much popular thinking that it waits for the authoritative voice before it dares to express itself or even to believe in its own thinking. A year ago we were able to quote a similar endorsement of Town Planning from His Honour, R. R. Bruce, Lieutenant-Governor of British Columbia. Mr. Bruce says:

I do not know, gentlemen, that you can be interested in anything that will be of greater service to humanity than scientific planning. You are getting at the foundation and root of the hospital question. We have many hospitals in British Columbia. We find that every one of them is taxed to its space capacity. It seems that as soon as you build a hospital it is full of suffering people. I think that you, in your efforts toward town planning, scientific town planning, sanitation, widening of streets, getting rid of those horrible tenements and providing air space, are getting right at the very foundation, right at the very source of the problem. The prevention of disease, rather than the cure of it. There is no doubt that if you want to make good citizens you will have to keep them healthy in body and mind. No man who is living in an environment of dull streets, filthy air and unsound conditions can expect to be a good citizen. You breed bad citizenship there. I think that the Institute is doing great work for the future and I am sure it will receive the endorsement of everybody. I wish you God-speed and every success in your efforts. I am sure you have the good wishes of all the Canadian people for the success of your Institute.

At the same time and on the same occasion the Honourable T. D. Pattullo, Minister of Lands, British Columbia said:

Your Town Planning Institute has been carrying along a wonderful work in this province. It has had the sympathy, not only of officials of the Government, but of a great many of the citizens who have given so unselfishly and wholeheartedly of their time to further the worthy object you have in view.

We commend these courageous expressions of encouragement to the attention of other high authorities in other provinces of Canada. There are other provinces, New Brunswick, Nova Scotia, Quebec and Ontario, which would benefit greatly from similar leadership from their high authorities. American planning has received great stimulus from the encouragement of men of the standing of Mr. Hoover, who have studied the matter for themselves and have not hesitated to express their sense of its social importance.